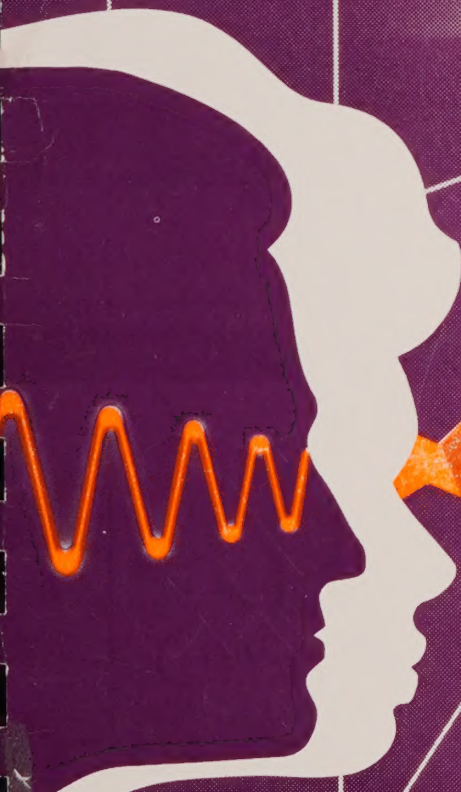


91 01109

CITY OF SAN LEANDRO  
**GENERAL PLAN  
1989**







SAN LEANDRO GENERAL PLAN

MAP 19 LAND USE ELEMENT



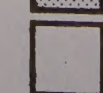
COMMUNITY DEVELOPMENT DEPARTMENT  
CITY OF SAN LEANDRO

0 .1 .5 1 MILE

1 : 24,000

MARCH 20, 1989

LEGEND :  
LEVELS OF CERTAINTY AREAS ( 15 YEAR TIME FRAME )

-  MAJOR CHANGE
-  TREND CHANGE
-  NO CHANGE



# SAN LEANDRO GENERAL PLAN



Adopted March 20, 1989


Prepared By:  
COMMUNITY DEVELOPMENT DEPARTMENT  
PLANNING DIVISION

INSTITUTE OF GOVERNMENTAL  
STUDIES LIBRARY

MAR 12 1990

UNIVERSITY OF CALIFORNIA





Digitized by the Internet Archive  
in 2024 with funding from  
State of California and California State Library

<https://archive.org/details/C119702770>



The San Leandro General Plan was adopted unanimously by the San Leandro City Council on March 20, 1989 by Resolution No. 89-40

**CITY COUNCIL:**

Mayor David S. Karp  
John E. Faria  
Robert H. Glaze  
William F. Jardin  
Linda Perry  
Anthony B. Santos  
Edwin J. Suchman

**PLANNING COMMISSION:**

Robert Berger  
Joe Collier  
Thomas Dlugosh  
Vernon Hesselstine  
Lee Ness  
Michael Pretto  
Dale Reed

**BOARD OF ZONING ADJUSTMENTS:**

David Davini  
Sylvia Landt  
Joanne Mattoon  
Kent Meyers  
Frank Sidari  
Richard Van Tuyle  
Del Willburn

**CITY MANAGER:**

Richard Randall

**COMMUNITY DEVELOPMENT DIRECTOR:**

William Rugg

*The San Leandro General Plan was prepared by the Planning Division of the Community Development Department, Martin Vitz, City Planner.*

Planning Division, Community Development Division  
City Hall, 835 East 14th Street  
San Leandro, CA 94577  
(415) 577-3371

**Graphics:** Copy-Write/Alysse Manning















# INTRODUCTION

## Organization of the General Plan

This General Plan is an unusual document. It is very different from any past City of San Leandro General Plan. In a way, it is two General Plans in one.

One part, and the most significant part in terms of the future of San Leandro, identifies the truly important issues which the community must address if it wishes to enjoy a future as successful as its past. It also sets forth important goals and policy statements and relates these to specific actions or programs of the City.

The second part is the compilation of all of the information and other documentation needed for a general plan to be legally adequate in accordance with the requirements of the State legislature and the courts. The legal adequacy of the plan is critical since otherwise many actions and programs of the City may be impaired or challenged in court.

These two aspects of the General Plan are not unrelated. In fact, they are closely interrelated, particularly in those elements which deal with land use, housing, traffic and circulation, or the quality of life in San Leandro.

To deal with the dual nature of the General Plan it is organized as follows.

First, there is a section, Part I, which identifies and discusses six "Key Issues for the Future" of San Leandro. It also discusses how this General Plan, as a "Policy Plan", relates to and guides the City's various codes and action programs to implement the General Plan. The remainder of the General Plan is then divided into four sections, Parts II through V, followed by a series of technical appendices containing supplemental information.

Part II provides a range of basic data on population, housing and economic characteristics of San Leandro. This information is background material describing San Leandro today or identifying significant trends for the future. Part III includes a brief overview of the City's revenue situation. It is singled out because of the need to recognize that achieving the goals and policies of the General Plan is directly dependent on the City being able to pay the cost of doing so.

Part IV contains three sections addressing various matters broadly headed "Environmental Issues". These include hazards and threats of various types, natural resources and energy, and aesthetic, cultural and recreational concerns. These sections cover the areas previously separated into the "Safety", "Seismic Safety", "Noise", "Open Space", "Recreation", "Conservation", and "Scenic Highways" Elements of the General Plan.



Part V contains three sections addressing various matters broadly headed "Development Issues". These include physical facilities, housing and land use and reuse. These three sections cover the areas previously covered by the "Circulation", "Housing", and "Land Use" Elements.

At the conclusion of each section in Parts III, IV, and V there are goal statements and a series of specific City policies for use in guiding City actions taken to carry out the General Plan. In order to provide the link between the policies of the various elements of the General Plan and the six key issues identified in the opening chapter, the policies have been cross-referenced to the key issues.

In this General Plan goals are what San Leandro believes it should be in the future and policies define how that should be achieved. The policies are rather broad in nature and are not intended to be specific action programs. Because the General Plan is not intended to be a document that is frequently and easily changed and because most action programs must be flexible in the face of changing resources, personnel, legislation, etc., the action programs to implement the General Plan are best kept separate. The two exceptions to this are the State requirements that there be a five year action plan included in every community's Housing Element and that there be an action program implementing the open space plan as part of the Open Space Element.

#### Time Period for the General Plan

The Planning Period for this General Plan is approximately 12 to 15 years - to about the year 2000. Previous planning orthodoxy called for plans for up to 25 year periods. We have learned that most of the pressures and constraints upon which planning policies are based change too rapidly for a 25-year plan to be realistic. A 12 to 15 year period allows us to look into the future, but in a realistic way.

#### Keeping the General Plan Up-to-Date

Even with this shorter planning period, the General Plan should be updated every few years. Some portions of the Plan, such as the Circulation and Land Use sections, will need frequent review. The Housing Element, by law, must be updated at least every five years. When 1990 census data becomes available, the Basic Data and Information Section will need to be updated and policies related to demographic factors will have to be reviewed. Other sections, such as those covering environmental issues, may not change so rapidly.

The process for reviewing and updating the General Plan, like that for the original adoption, should include ample opportunity for community discussion and input.



## TABLE OF CONTENTS

Introduction	i
List of Maps	iv
I. Framework for San Leandro's Future - The Key Issues	I-1
II. Basic Data and Information	
Population	II-1
Employment & Economic Factors	II-7
Housing	II-14
III. Fiscal Issues	
Fiscal Issues	III-1
- City Policies Related to Fiscal Constraints	III-6
IV. Environmental Issues	
Hazards	IV-1
- City Goals and Policies related to Hazards	IV-24
Natural Resources and Energy	IV-27
- City Goals and Policies related to Natural Resources and Energy	IV-47
Aesthetic, Cultural, Recreational and Social	IV-49
- City Goals and Policies related to Aesthetic, Cultural, Recreational and Social	IV-70
V. Development Issues	V-1
Physical Facilities	V-3
- City Goals and Policies related to Physical Facilities	V-22
Housing	V-25
- City Goals, Objectives and Policies related to Housing	V-54
Land Use and Reuse	V-69
- City Goals and Policies related to Land Use	V-97
VI. Appendices	
A. Soils Grouping	A-1
B. Solar Energy Characteristics	B-1
C. Habitat Data	C-1
D. Noise Characteristics and Data	D-1
E. Revised Master Plan of City Streets	E-1

Draft and Final Environmental Impact Reports (EIR)\*

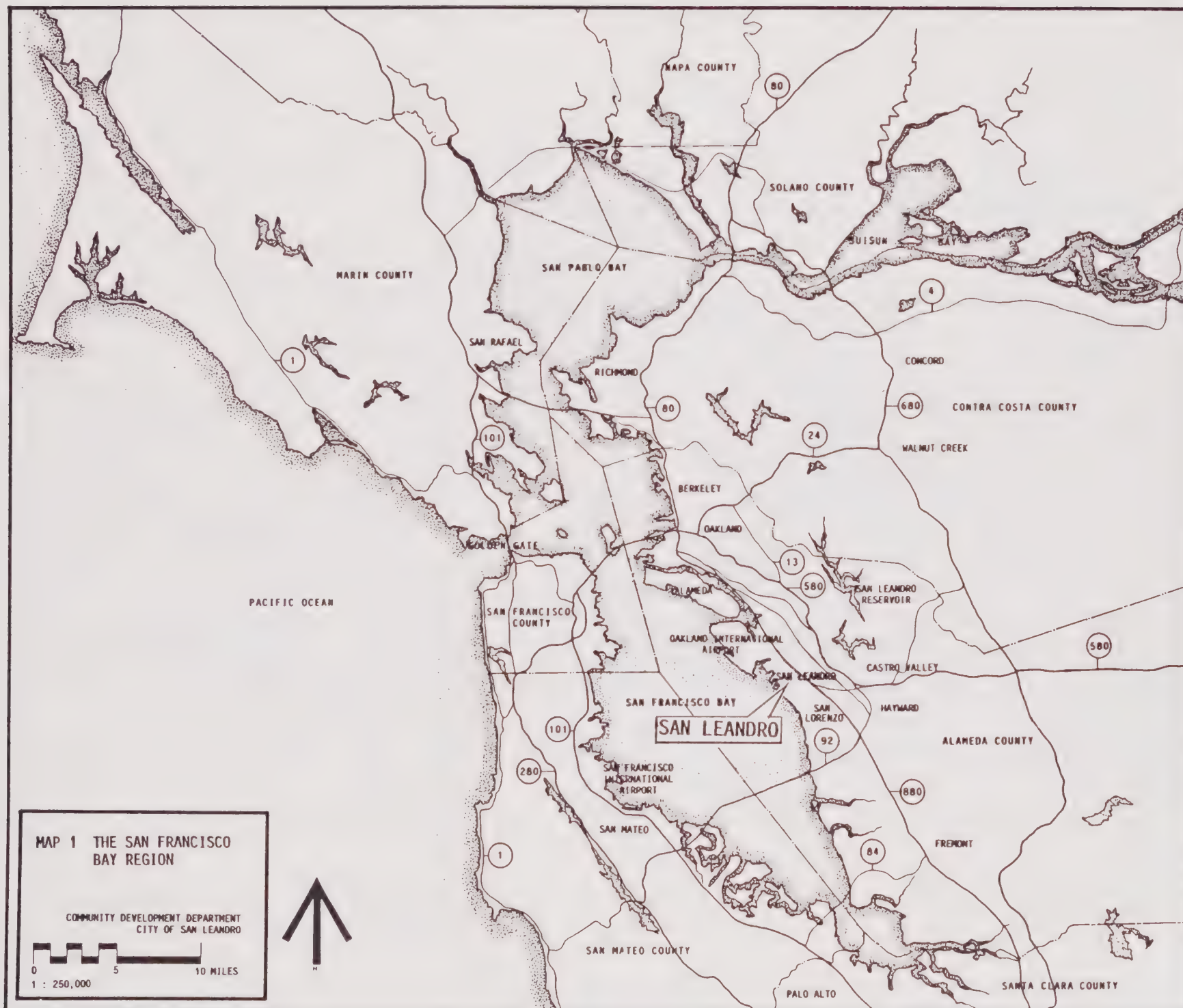
\* Separately bound documents



## LIST OF MAPS

<u>Map</u>	<u>Title</u>	<u>Page</u>
1	The San Francisco Bay Region	v
2	The City of San Leandro	vi
3	The Topography of San Leandro	IV-3
4	The Geology of the Plan and Shoreline	IV-5
5	Major Fault Traces in the Bay Area	IV-7
6	Alquist-Priolo Special Study Zone	IV-8
7	Slope Stability	IV-10
8	Composite Noise Environment (Ldn) 1990	IV-20
9	Noise Sensitive Areas	IV-21
10	Number of Persons Exposed to Noise	IV-22
11	Where San Leandro gets its Water	IV-29
12	Historic Margins of Marshlands	IV-33
13	Significant Examples of Vegetation Habitats	IV-43
14	Parks, Schools and Other Recreational Facilities	IV-56
15	San Leandro Marina Area	IV-57
16	Scenic Routes and Scenic Areas	IV-62
17	Historic and Cultural Resources	IV-69
18	BART and A.C. Transit Service	V-15
19	Land Use Element	(Map in Binder Pocket)

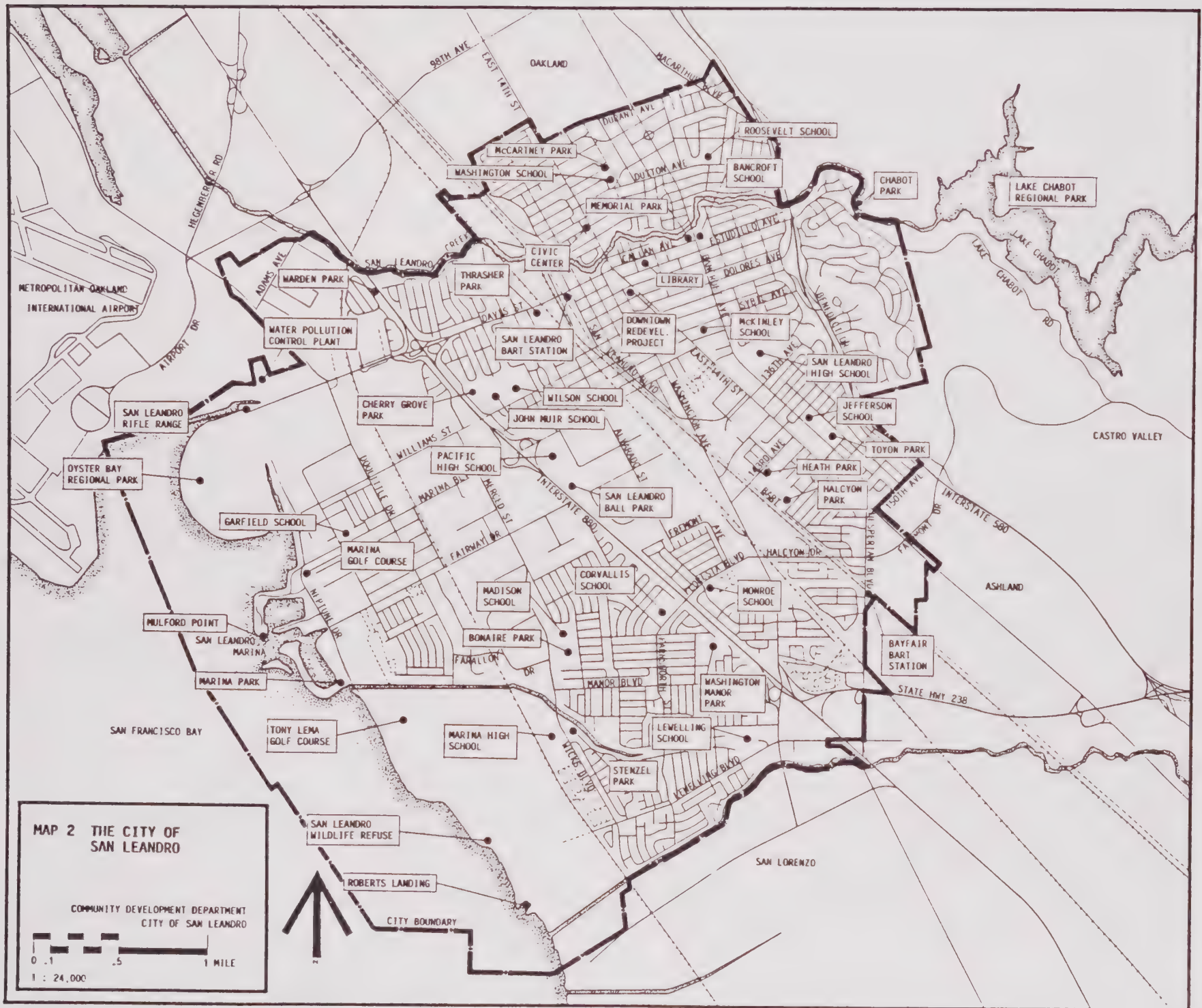


























# KEY ISSUES



Dedication of City Plaza,  
phase 1, 1962.







# FRAMEWORK FOR SAN LEANDRO'S FUTURE

## THE KEY ISSUES

### FRAMEWORK FOR SAN LEANDRO'S FUTURE - THE KEY ISSUES

As mentioned in the Introduction, the San Leandro General Plan has a dual nature. The following pages look toward the future of San Leandro in a broad, overall context. This section, thus, is the first level of the General Plan. Its purpose is to identify the major or "key" issues for the future of San Leandro. Six such issues, broad in nature, are identified below. In subsequent sections of the General Plan specific policies pertaining to many different areas of concern are listed. In each section the policies are linked by cross-reference to the six key issues. Although this General Plan is a document for the future, a look backward is helpful in understanding the direction it takes.

### HISTORICAL PERSPECTIVE

Prior to World War II, San Leandro was a relatively small, semi-rural, suburban town on the fringes of Bay Area development. In the decade or so after World War II, it went through a period of very rapid growth and change. Something happened during that period of rapid change that, in retrospect, we can see was quite unusual. Somehow the new development was grafted on to the old core in a way that produced a new and different, but very cohesive, community. The San Leandro which evolved by the late 1950's when the wave of annexation was virtually complete is essentially the San Leandro of today. The characteristics of this San Leandro are discussed below. What is significant from the historical perspective is that San Leandro may be on the edge of another period of significant change or rapid transition.

The leadership and community spirit of the 1950's and 1960's have grown older and new generations of leadership must develop. The demographics of the community are shifting in response to many social and economic pressures. The physical plant, both private development and the infrastructure of public streets and buildings, is aging. Communities around San Leandro are changing, also, with effects on San Leandro itself. As the economy expands and contracts in different ways, the local business and industrial picture changes. The governmental and tax framework for cities has shifted in the recent past and still appears to be in a state of flux. New construction, with the exception of a few areas, is now "in-fill" development replacing older uses or new activity in old buildings. These changes are discussed in greater detail below and in other sections of the General Plan. The key point is that San Leandro is again in an important transition period but a different transition situation than after World War II.



## WHAT DOES SAN LEANDRO HAVE?

It was mentioned above that San Leandro came out of the rapid post-war expansion period as an unusually cohesive community. The question, then, is what are the things that define this unusually cohesive nature? The most significant appear to be:

A sense of identity. San Leandro, although a part of the urbanized East Bay plain, is clearly a different community from those around it. It is not Oakland or Alameda, San Lorenzo or Ashland, Hayward or Castro Valley. It is San Leandro and San Leandrans are aware, for the most part, of that distinction.

A sense of community. The people who live and work in San Leandro have an unusually strong willingness to work together as San Leandrans for their community. It is extremely unusual for a city of 65,000 people in the middle of an urban environment to have the kind of personal contact and friendship among community leaders of all types that exists here. San Leandro's neighborhood, business, and governmental leaders know each other and share a long tradition of close inter-working and communication on behalf of their community.

A sense of stability. Although there have been many changes in San Leandro in the last 30 or 40 years, those changes have been accommodated without significant disruption to the overall stability of the community. Many of the same people, businesses and institutions have functioned through that period of time in a way that has led to a widely shared sense of continuity.

A sense of civility. San Leandro has cultivated a public and private manner which calls for a cooperative, non-antagonistic approach to dealings with other people and common issues or problems. Confrontation and conflict are not welcome. Obviously, there are many areas of disagreement or difference of opinion but the community's style has been to resolve these with as little animosity as possible.

A sense of normality. San Leandro has tried to be a community which did not have a label as a place for some special group of people. It is not an elitist community, seeing itself as primarily for the economically well-to-do. It is not a community of intellectuals associated with a large university or research programs. It is not an activist community full of people and groups with causes to advocate and axes to grind.

A sense of security. Partly as a result of the above aspects, San Leandro has sought to maintain a feeling that people and their property in San Leandro are secure, or at least more secure than in most parts of the urban area; and, finally,

A sense of caring. San Leandrans have a strong feeling of obligation to the community they live in. They care about how it looks, how it works, and how it should be in the future.



All together, the above make up the "image" of San Leandro. Image in this sense refers not only to the physical appearance of the community but to the social and economic characteristics that people think of when they think of San Leandro. To some it may seem a bit dull but to those who have invested heavily of their lives in making it what it is, it has proven a very fine place for decent, typical American people to live and work.

It may be good at this point to insert a cautionary note. Although San Leandro prides itself on being an excellent community due to these qualities, they all have their negative features when carried to excess. Too much "sense of community" may result in exclusion of newcomers who can add vitality and fresh ideas; too much stability can lead to stagnation; too strong a sense of civility may mean important issues are glossed over and not really dealt with, etc. Therefore, in developing a General Plan aimed at preserving San Leandro's good features the goal should be to preserve them at the level at which they are positive, not negative.

#### WHAT DOES SAN LEANDRO WANT FOR THE FUTURE?

This draft General Plan assumes that the people of San Leandro will want to strengthen and preserve the above characteristics. That they want to pass them on to future generations of San Leandrans intact, or at least in a form suited to the San Leandro of the next generation.

#### WHAT ARE THE "KEY ISSUES FOR THE FUTURE"?

There are many different things San Leandro can and must do if it is to achieve the future it wants. These actions, and the policies that guide them, fall into some broad, general categories which make it easier to see which are of greater importance. This General Plan identifies six such areas as "Key Issues for the Future". There is some overlap among them but they are reasonably distinct. The six, in no order of importance, are:

- Neighborhood and Land Use Integrity.
- Community Cohesiveness.
- Appearance and Identity.
- Security.
- Social and Cultural Life.
- Economic Vitality and Opportunity.

Each one of these issues is discussed in more detail on the following pages.

### Neighborhood and Land Use Integrity

As a built-up community, the City's basic land use pattern is set. Residential neighborhoods are established and the business and industrial areas set. A few boundaries are not clear and there are some areas of "trend change" noted in the Land Use section, but for the most part the investments are made.

The "key issue" is protection and preservation of these established neighborhoods where they are sound and stable or, where it is needed, improving or changing them. The policies relating to this issue address such things as preventing land use conflicts, minimizing or keeping out traffic, noise, or other nuisances, and avoiding abrupt economic or social change.

### Community Cohesiveness

Neighborhoods or business areas are not merely physical features; they have a social and economic dimension. The City as a whole has concerns which transcend its separate neighborhoods. Policies relating to this issue focus on support of community and city-wide facilities, including recreation areas, parks, libraries and schools, business groups, social service programs, and neighborhood and community organizations, all the things which help create community out of diversity.

### Appearance and Identity

One area in which San Leandro is facing a significant challenge is in improving its appearance so as to remain contemporary and competitive. The rapid growth of the post-war period left the community with a legacy of many structures and streets that today seem dated. The policies to change this deal with improving the gateways and defining the borders of the City, eliminating the ugly, such as extensive signing and overhead wiring, maintaining and upgrading residential and business property, and redeveloping the obsolete and blighted.

### Security

One issue that has grown greatly in public awareness in recent decades is that of security, of freedom from threats. There has been concern both about protecting persons and homes or property from crime and about protection from risks from earthquakes, fire, flood, toxic and hazardous materials, traffic hazards, etc. The policies addressing this issue are those which relate to these threats.

### Social and Cultural Life

As the population of San Leandro changes it inevitably will follow the state and national trend toward a more educated, more diverse population. It can only attract the better part of this new population if it offers the kind of



activities that appeal. "Cultural" in this context does not mean exclusively the arts. It covers a wide range, including youth and sports programs, senior citizen activities, religious, ethnic and neighborhood festivals, civic celebrations, historical preservation, music, theater and art, etc. It also includes a strong educational system that promotes the economic and social well being of the community. In particular, support for the interests of younger families and especially those with children is important to maintaining the City's social vitality and concern for its future. Although not exclusively City functions, City policies and expenditures relate to many aspects of this.

### Economic Vitality and Opportunity

As part of the larger economy, from Bay Region to Pacific Rim, there is constant change in the type of business and industry in San Leandro. This change affects many things -- the City's fiscal health as tax revenues shift, the type of people who work here and, in turn, seek to shop and live here, the quality of business and industrial property, traffic volumes, etc. Although the City and community exercise only limited control over economic decisions and trends, policies to achieve what can be done are extremely important. Such policies can prohibit or restrict some types of businesses and attract and encourage others, can upgrade or protect business and industrial districts, or can help provide the revenues to support the City's services and programs.

These six critical areas have been only briefly described here. Other sections throughout the General Plan address one or more of them in greater depth. In order to relate the specific policies listed in various sections of the Plan to these six key issues, they are repeated, by heading, in each policy section and the policies which relate to them are cross-referenced to them.

### **HOW CAN SAN LEANDRO DO THIS?**

Saying that one wishes to pass this type of community on to the future and doing it are quite different matters. Obviously, a community cannot freeze some present condition (or some half imagined past golden era) and preserve it forever. In a dynamic and changing world and metropolitan area like ours a community must work with change, not try to dam it or wall it off. But in adjusting and changing and renewing itself, the community must keep in mind those essential qualities which it values and must change in ways that preserve them. The future for San Leandro today is different than in the post World War II period. At that time there was rapid growth and new additions to the expanding city. Large numbers of newcomers arrived with a common goal - making a new home and community. Today San Leandro is essentially developed, with a few relatively small exceptions, and the change is not growth but renewal. Renewal not only of the physical aspects of the community, such as streets and buildings, but of the people, businesses, and organizations as well. On-going renewal and redevelopment may not be as glamorous as dramatic new growth but it is as important, if not more so, in determining the characteristics of a

community. The risk with the on-going renewal process is that it consists often of smaller matters, seemingly unimportant, but which over time can lead to unexpected and undesirable changes. In this regard, it is especially critical that new residents coming into San Leandro are brought into the established activities of the existing community and thus come to understand and share what makes San Leandro the place it is. Unless this is actively done by community groups and organizations San Leandro's uniqueness will fade over time, perhaps rapidly.

Many factors affecting change are largely beyond the city's control -- the national and Bay Area economy, changes in population, changes in governmental and legal framework, market decisions about what is appropriate in or for San Leandro, etc. Directing change in the right channels will be neither easy nor cheap. It will take money and time and it will take much hard work and courage to take risks.

#### How This General Plan Relates to City and Community Programs

This General Plan is, essentially, a policy document. It is intended to serve as an "umbrella" over a wide range of City programs and actions to insure that they relate to each other and to City-wide goals and policies. This relationship between the General Plan and various specific City programs is extremely important and needs to be well understood if the General Plan is to serve its purpose.

To help in that understanding, the major programs that need to follow the General Plan are noted below. The programs are referred to in the appropriate General Plan sections and are listed here primarily to show their relationship to the overall policy of the Plan.

- **The Zoning Code.** State Law requires local zoning codes and actions to be consistent with the community's General Plan. The San Leandro Zoning Code is very dated and requires substantial updating and revision in order to be consistent with the General Plan. This will be an important and necessary follow up action after adoption of this General Plan. Future zoning approvals, especially use of planned unit development because it is very flexible, must be guided by the General Plan policies. In this regard, correlation of a zoning district with a Land Use Element Map, in addition to the whole General Plan must be considered.

- **Specific Plans.** State Law allows cities to adopt what are known as Specific Plans to guide development in large areas. They are more precise than a General Plan but do not have the binding requirement that a zoning law does. Specific Plans must be consistent with General Plan.

- **Development Agreements.** After a development proposal is approved State Law allows cities to enter into contractual agreements, known as development agreements, with a developer to assure that certain improvements or payments



are made and that the City's conditions of approval are not changed after the project is well underway.

- **Redevelopment Projects.** San Leandro has used redevelopment extensively in the downtown and surrounding areas and is planning additional use of it in other commercial and industrial areas. Redevelopment Plans must, by law, conform to the General Plan of the City.

- **Capital Expenditure Budgeting.** The City's process for prioritizing and funding major capital expenditures must be guided by the General Plan.

- **Assessment Districts.** In some situations major expenditures for public improvements, such as streets, traffic signals, water and sewer service, etc. are best paid for by property owners directly benefitted by them. When that is appropriate, the City will work with property owners to establish assessment districts to finance and build needed improvements.

- **Master Plan of Streets.** San Leandro has long had a program for defining what street and intersection improvements are needed to improve traffic flow. This program also provides for collecting fees to mitigate improvement costs developed the Development Fee for Street Improvements). The Master Plan and improvement fees will provide funds and a specific plan for their use in conformance with the General Plan.

- **Underground Utility Districts.** The Underground Utility Master Plan conforms to the new General Plan policies. Any revisions and updating will also, of course, have to be in conformance.

- **Community Standards Programs.** Organizational changes have recently been made in the Community Development Department to strengthen the City's ability to respond to various concerns broadly grouped under "Community Standards". The goal of the changes is to improve the effectiveness of codes administration by consolidating in one office enforcement of various codes or programs that relate to the appearance and maintenance of property and, thus, to overall quality and livability of the community. It includes the Neighborhood Preservation Ordinance, covering visible storage of debris, trash or junk in residential yards, the Sign Code, the Zoning Code and zoning conditions of approval, abandoned vehicle removal from private property, and various other similar codes or regulations. This section will also be responsible for development of an enforcement program for property maintenance in commercial and industrial areas if a program to do that is adopted by the City Council.

- **Housing Program.** San Leandro has a number of housing assistance programs for homeowners, renters and apartment owners, and a tenant-landlord relations program. These need to be consistent with the General Plan, especially the Housing Element, and are important tools for carrying out housing policies.

- **North Area Program.** The City has also recently started a major effort to improve and strengthen the older North Area of the City (northerly of San Leandro Creek), with emphasis on revitalization and improvement of the commercial streets

in that area that link San Leandro to Oakland. Although still in the development stage. This effort is expected to include an array of improvement programs including upgrading street appearance, building renovations and facade changes, economic development and long term land use shifts through zoning controls.

**- Other City Programs.** The above City programs are those most closely tied to future development but many others relate to various aspects and policies of the General Plan. These include: park, recreation and marina area programs or development; library and other community facilities; support for social service programs; police and fire services; and street and property maintenance.

**-Non-City Programs.** This City of San Leandro General Plan, of course, does not obligate other public agencies or community groups, but it can be a very influential guide for them and it can be used by the City to express to them its goals. For example, Caltrans, transit providers, school districts and private schools, Alameda County, the regional park district, and business, community and neighborhood organizations all take actions or carry out programs that relate to San Leandro and its future.

All of the various programs listed above provide, in effect, the bridges between the General Plan goals and policies and the specific City and other actions that turn goals and policies into reality. The General Plan should be the means to keep these diverse programs coordinated so that they all work toward common community goals with as little conflict and contradiction as possible.

In the past San Leandro's General Plan has focused primarily on land use and development, the more or less "traditional" General Plan complying with State legislation. As was noted earlier, this General Plan goes beyond that. It is both a traditional plan and a major City policy document to guide its future.

"City" here is capitalized and means the municipal government. The General Plan will be reviewed at public meetings and Planning Commission hearings and, ultimately, adopted by the City Council. The job of carrying out the General Plan, of directing change in the right way, is not, however, exclusively a City responsibility.

With respect to some of the Key Issues noted above, such as Neighborhood and Land Use Integrity, and Security, it will have a leading role. In others, such as Social and Cultural Life and Economic Vitality and Development, it will have a supporting or coordinating role. Wherever the City does have a role, this General Plan is intended to serve as the guiding policy document for the City. However, in adopting this General Plan the City of San Leandro hopes that it will be supported and used by many other groups and organizations that make up the community of San Leandro.

If that happens, then this General Plan will be, to paraphrase Abraham Lincoln, a General Plan of the people, by the people and for the people of San Leandro.









# POPULATION









# BASIC DATA AND INFORMATION

## POPULATION

### National and State Trends:

By the next census in 1990, the population of the nation as a whole will be older. The median age will be about 32.5 years, up about 2.5 years from 1980.

There will be somewhat more children under 10 but noticeably fewer teenagers and people in their early 20's. There will be more people from their mid-20's to their mid-40's and about 20 percent more retired persons. Households will be smaller, in the range of 2.6 to 2.8 persons.

Growth pressures are expected to continue to push hard on the southern and western Sun Belt states, particularly Florida, Georgia, Texas, Arizona and California. The nation's total population will increase by nearly ten percent in the next few years. This growth will result from three factors:

- An increase in numbers of births, as children born in the post-war baby boom enter the childbearing age.
- An increase in foreign immigration, both legal and illegal.
- A lower death rate, as health care and living standards for the elderly rise.

The number of people over 65 will increase by more than ten percent, and the number over 80, sometimes called "the frail elderly", by even more than that. This will place an increasing strain on both Social Security and service programs and facilities for the elderly and very old.

Racial and ethnic minorities will increase faster than the population as a whole, particularly in California which accepts a large share of the nation's foreign immigration. Racial and ethnic minorities and the elderly can be expected to have increased political influence in the future.

The increase in the number of new births and immigrant families will have an impact on school enrollment, with some of the unused capacity becoming needed again and requiring some closed schools being reopened or new schools built, depending on where young families can find housing.

### San Leandro

In the next few years, San Leandro, as well as the rest of the Bay Area, will reflect most of the national population trends.





FIGURE II-1: ECONOMIC AND DEMOGRAPHIC ASSUMPTIONS IN PROJECTIONS 87

National Assumptions	1985-1987	1988-1990	1991-2005
Annual Growth Rate of Real GNP	2.8%	2.4%	2.5%
Commercial Interest Rate	13.0%	11.0%	10.0%
Regional Economic Assumptions			
Annual Real Growth Rate in All Gross Exports	3.2%	4.6%	5.0%
Annual Real Growth Rate in High Tech and Information Technology Exports (computers, electronics, instruments, fraction of business services)	3.7%	6.0%	6.4%
Mortgage Interest Rate	13.5%	12.0%	11.0%
Annual Energy Cost Increase in Current \$	5% (elect.), 5% all other fuels	Increasing at 5% greater than inflation	Same
Annual Increase in Output per Worker (in real terms) over all industries	1.5%	1.4%	1.6%
Annual Growth in Personal Consumption Expenditures (PCE) (in real terms)	2.1%	1.3%	1.2%
Annual Real Growth in Capital Spending	5.4%	6.6%	4.6%
Annual Growth in Gross Regional Product (GRP)	2.9%	2.9%	3.2%
Regional Demographic Assumptions			
Annual Growth in Labor Force Participation	2.1%	1.8%	1.2%
Period Fertility Rate (per female, ages 15-44)	1.79 births	1.77 births	1.80 births
Net Annual Regional Migration	34,600	31,800	34,800
Percent Change in Regional Household Size	-0.47%	0.73%	-4.7%
Source: ABAG Projections '87			





New households will be small, but more numerous. Their increase will continue to be balanced by reductions in large family size as children move away and the number of children born remains low compared to the post World War II "baby boom". This trend to smaller households may be slowed slightly if housing costs persuade young people to stay longer in their family homes and encourage more people to share housing to keep costs down. The decline in City population should have already reached its lowest level (about 64,000) and should now be increasing slightly as births increase and new residential development occurs.

Young families are important to the community. They should be encouraged and supported as they have a high level of involvement with many community activities and a high level of concern for the community's future. The median age of the population in San Leandro will continue to increase somewhat, with continued growth in the number of retired people. The political importance of the elderly will remain high. Median age increased from 35.3 years (1970) to 40.3 years (1980), compared with 30.7 for Alameda County as a whole. This is the highest median age of any community in the County and one of the highest in the Bay Area. In 1980, there was a person 60 years old or older present in 40% of San Leandro's households. By way of contrast, there were school age children (i.e. under 18) in only about one-fourth of San Leandro's households (26%).

**FIGURE II-2: AGE OF SAN LEANDRO'S POPULATION**

	1960	1970	1980
Over 65 years	6.5%	10.1%	16.8%
21-64 years	54.1%	56.7%	59.6%
5-20 years	29.3%	27.4%	19.1%
Under 5 years	10.1%	5.8%	4.5%
Median Age	31.4	35.3	40.3

Source: U. S. Censuses

Because the increase in number of births which began in the late 1970's is just beginning to reach school age, elementary school age population will begin to grow, perhaps significantly, as the increase in births begins to show up. The rate of growth will depend on whether the increase in births continues to go up through the 1980's or whether it levels off. This trend will be closely watched by the City and school districts.

Secondary school age population decline will also level off before increasing eventually, but possibly at a somewhat higher point relative to the population as a whole than the elementary school group. This is expected because young

families are less likely to be able to afford the relatively high home costs in San Leandro as compared to outlying suburbs.

The number of racial and ethnic minorities will increase, but the cost of housing will mean most minority growth in San Leandro will tend to be in the middle and upper school age groups. Because some ethnic groups have more children per family, needs may be affected. San Leandro's ethnic composition is becoming more diversified, consistent with a trend in the Bay Area and State and, to a lesser degree, nationally (Figure II-3).

As noted in the Housing Element Section of the General Plan, the average size of households in San Leandro has dropped from 3.28 persons in 1960 to 2.34 in 1980. This drop has offset the substantial increase in housing units in those 20 years. It is reflected in the fact that two-thirds (66.7%) of San Leandro's households in 1980 had only 1 or 2 persons (Figure II-4).

San Leandro's median income per household was only 3.7% above the median for the County as a whole. Per capita income exceeded the County figure by a greater amount (10.4%), reflecting the somewhat smaller average household size in San Leandro.

It should be noted that the above data, based primarily on the 1980 Census, have been used because they are the most recent comprehensive data available. When the 1990 Census data becomes available, a year or so after the actual census, new information and trend indications will become clear. The 1980 data should be recognized as points on a trend or as indicators, as of that data, of changing situations, since the conditions measured in the census, of course, are not static.



**FIGURE II-3: ETHNIC DISTRIBUTION IN SAN LEANDRO**

	1970 Number	% of Total	1980 Number	% of Total 1980	Change Between 1970/1980
White	66,642	97.0	55,075	87.4	-9.6
Spanish Origin (1)	12,811	18.6	8,323	13.0	(2)
Black	84	.1	763	1.2	+1.1
Amer.Indian Eskimo-Aleut	---	---	331	.5	---
Asian and Pac.Islander	1,088	1.6	4,268	6.7	+5.1
Other	884	1.3	2,712	4.3	+3.0
TOTAL	68,698	100.0	63,952	100.0	---

(1) Persons of Spanish Origin are classified as white.

(2) Definition of Spanish Origin changed between 1970 and 1980 censuses so that difference is not comparable.  
In 1970 Spanish Origin included European Spanish.

SOURCE: U.S. Censuses





**FIGURE II-4: HOUSEHOLDS BY SIZE - 1980**

1 person	7,814	28.7%
2 persons	10,325	38.0%
3 persons	4,181	15.4%
4 persons	2,945	10.8%
5 persons	1,222	4.5%
6 or more persons	<u>717</u>	<u>2.6%</u>
Total	27,204	100.0%

Source: U. S. Census

**FIGURE II-5: HOUSEHOLDS BY POVERTY STATUS AND AGE OF HOUSEHOLDER - 1980**

	<u>FAMILY</u>	<u>NON-FAMILY</u>	<u>TOTAL HOUSEHOLDS</u>
<u>Below Poverty Level</u>			
Householder 15-64	540	493	1,033 ( 3.8%)
Householder over 65	114	333	447 ( 1.7%)
			<u>( 5.5%)</u>
<u>Between 100% &amp; 125% of Poverty Level</u>			
Householder 15-64	190	253	443 ( 1.6%)
Householder over 65	58	498	556 ( 2.0%)
			<u>( 3.6%)</u>
<u>125% of Poverty Level &amp; Above</u>			
Householder 15-64	13,956	4,966	18,922 ( 69.2%)
Householder over 65	3,573	2,366	2,366 ( 21.7%)
	<u>18,431</u>	<u>8,909</u>	<u>27,340 (100.0%)</u>

Poverty Level: As defined in the 1980 Census.

Source: U. S. Census





# EMPLOYMENT & ECONOMIC FACTORS



Ury Butcher Shop,  
Davis Street, 1890.







Figure II-4 indicates that the percentage of households below the Federal poverty level is low (5.4%) in the city. The comparable figure for Alameda County is 11.25%, more than double. The above data show San Leandro to be a community with an "average" income level and without large numbers of households at either end of the scale.

## EMPLOYMENT & ECONOMIC FACTORS

### National Trends:

The economic outlook for the nation for the next decade is very unclear, with several sizable clouds obscuring the picture. Energy availability, large budget deficits, and rapid shifts in the nature of industry are particularly evident potential problems. The employment outlook does not show a promise of great improvement.

Unemployment rates are relatively high and will probably remain so. This will be true especially for the large 20-30 year old age group, the group that has to support family formations. The labor supply will increase by nearly 16 percent during the next ten years, the economy will be pressed to provide enough new jobs. To some degree, this increase will result from the continued growth in two-worker households necessitated, in part, by high housing costs. The reverse is also true: a larger number of new household formations and employment problems in the young adult group can be expected to place an even greater strain on the housing market.

The demand for unskilled labor will decline if the trend toward more automation and higher levels of technology continues as expected. Foreign immigrants from third world countries and inexperienced or low skilled native-born citizens will be hit particularly hard.

While employment growth will continue, it will probably not keep up with the population growth and it will be concentrated in existing centers. This will aggravate the following problems:

- Inability of transportation systems to accommodate peak commuting demands for major employment centers.
- Escalating housing costs in communities where job growth greatly outstrips housing growth.
- Widespread increases in levels of highway congestion, air pollution and energy usage.
- Inability of some imbalanced "bedroom" communities to provide adequate public services.

- More unemployment and fewer job opportunities in areas of net out--migration (primarily in the East, Midwest, and Northeast).

#### Bay Area:

Although the general pattern of employment change in the Bay Area is similar to national trends, in the Bay Area the overall picture is significantly healthier. By 2005 total employment is projected to increase by nearly 39% over 1985 (Figure II-6). Major areas of increased employment include manufacturing (especially high technology classifications), wholesale trade, retail trade, services and finance, insurance and real estate (f.i.r.e.). The total increase in jobs, 1985-2005, is projected by ABAG at just over a million new jobs (1,088,900), a rate of about 54,500 new Bay Area jobs per year. This continues the rate of addition of new jobs in the 1960 to 1980 period of about 56,000 per year. The ABAG projections suggest that lack of availability of housing may be the single most significant constraint on job growth over the next 20 years.



FIGURE II-6: JOBS BY INDUSTRY IN THE SAN FRANCISCO BAY REGION

Industry	1980	1985	1990	1995	2000	2005	% Change 1985-2005
Agriculture, Forestry, Fisheries	34,808	29,450	27,660	26,280	24,220	21,600	-26.7%
Mining	3,753	3,610	3,570	3,640	3,610	3,550	-1.7%
Construction	127,467	154,730	179,860	204,600	208,540	211,270	+36.5%
Manufacturing	496,964	538,230	573,540	652,620	718,860	743,650	+38.2%
Transportation, Communication and Utilities	185,103	185,950	209,310	234,230	248,060	256,200	+37.8%
Wholesale Trade	114,063	146,520	171,570	190,960	213,720	235,290	+60.6%
Retail Trade	398,120	475,070	564,600	624,630	649,930	684,780	+44.1%
Finance, Insurance, Real Estate	213,472	231,980	255,480	291,110	315,010	332,810	+43.5%
Services	711,356	791,810	890,560	986,440	1,070,820	1,145,720	+44.7%
Government	245,369	247,750	253,550	258,790	260,230	259,130	+4.6%
Total	2,530,475	2,805,100	3,129,700	3,474,300	3,713,000	3,894,000	+38.8%
Source: A.B.A.G. - Projections '87							





## San Leandro:

San Leandro is typical of the general Bay Area trend, although basic employment growth has been lower in the San Leandro Area than in the South Bay ("Silicon Valley") communities as would be expected in a substantially built-up community. The jobs/housing ratio is fairly stable and jobs and the number of housing units are both increasing gradually, although there has been a significant drop in industrial employment because several major manufacturing employers closed or moved from the city.

In the Association of Bay Area Governments' (ABAG) 1987 projections, San Leandro's employment was projected to increase gradually through the year 2005, with an 8.2% increase indicated for the twenty year period 1985-2005. As Figure II-7 indicates, the sections of the economy with the greatest projected increase in San Leandro between 1985 and 2000 are retail service and "other" employment. Activity since 1980 bears out this projection. Employment in manufacturing and wholesaling is projected to drop after 1980 and rise again at the end of the 20 year period. This pattern is projected Countywide and, again, the indication is that recent changes are consistent with the projection.

One changing aspect of employment that San Leandro should consider and respond to is the trend for jobs to follow employees rather than the other way around. This is especially true of jobs requiring high or specialized skills, the typical "high tech" jobs. To attract and retain the high skill, and high pay elements of new, advanced technology industries, San Leandro must educate people for them and create and maintain a community in which highly skilled people wish to work and live. Historically, San Leandro has been oriented more toward a middle to lower middle level of skills training and employment and a shift upward will require conscious policy decisions to move in that direction. Such efforts should be a part of an overall effort to strengthen the image of the City as a place to work and live.

Recent and projected future market strength in San Leandro has been for retail and for light industrial, distribution and warehousing activity. The City's excellent location within the Bay Area in terms of access to transportation facilities and markets, plus good local services, should assure continued strength in these areas. An indication of this is the fact that in the recent soft market in the Bay Area for office, business park and light industrial space, San Leandro has remained a comparatively strong market.

Although, these are desirable uses, too heavy a concentration of them can have some undesirable side-effects. Retail development generates much needed sales taxes but it is also vulnerable to changes in retailing patterns and swings in the economy, making City revenues more volatile and unpredictable. Retail employment is generally at lower wage levels than much other employment, but it also requires lower skill levels and is, therefore, available to a larger portion of the work force. Light industrial development, especially warehousing, tends to be quite mobile seeking low rent space as a leading determinant of location.

As a consequence, it may have less interest in, and concern about, the community in which it is located. It also tends to have low numbers of employees, especially bulk warehousing, and low skill and pay levels.

Historically, San Leandro has had a large number of mid-level jobs with relatively good skills and pay and associated with large manufacturing firms. It has not had "high tech" industry or jobs but rather closer to "mid-tech", if the term can be applied. Manufacturing and processing involving skilled workers and trained specialists and professionals should be sought to replace industries leaving San Leandro if it wishes to retain the general character of its employment base and match existing housing to jobs.

**FIGURE II-7: PROJECTED EMPLOYMENT - SAN LEANDRO<sup>1</sup> - TO YEAR 2000**

Category	Year						Percentage Change 1985-2005
	1980	1985	1990	1995	2000	2005	
Agriculture and Mining	432	360	250	250	210	170	-52.7
Manufacturing and Wholesale	19,167	20,240	20,820	21,380	20,530	20,280	+ 0.2
Retail	8,176	9,150	9,760	10,090	10,410	10,500	+14.8
Services	10,147	10,730	11,130	11,600	11,800	11,900	+10.9%
Other <sup>2</sup>	11,916	12,230	12,770	13,270	14,110	14,270	+16.7%
Total	49,838	52,700	54,800	56,600	57,100	57,100	+ 8.2%

<sup>1</sup> - "San Leandro" includes the City and related "Ashland" areas within the San Leandro sphere of influence.

<sup>2</sup> - "Other" includes construction, utilities, transportation and communication, finance, insurance and real estate, and government.

Source: A.B.A.G. - Projections '87



## Jobs - Housing Balance

One of the critical concerns throughout the Bay Area has been that of balancing housing and jobs. A lack of sufficient housing causes housing prices to rise and dampens economic development. Where housing and jobs are not within reasonable distance of each other, the effects are even more pronounced and traffic congestion and inefficiency are increased. In San Leandro the ratio of households to jobs in 1980 was .675, compared to .779 for the Bay Area as a whole. For 2005 those figures are projected by ABAG to be .714 for San Leandro but only .685 for the Bay Area as a whole. Thus, the ratio of households to jobs should improve in San Leandro by 2005 and should be somewhat better than the regional figures. If the number of households is increased at a ratio of approximately .7 to .75 households per job for employment increases in San Leandro, then the jobs - housing balance will remain close to the overall Bay Area balance. Any sharp deviation from that ratio, over time and either in jobs or housing, would lead to imbalance locally and add to the regional jobs - housing balance problem.





**FIGURE II-8: PROJECTIONS FOR INCREMENTAL GROWTH IN SAN LEANDRO\***

YEAR	POPULATION	HOUSEHOLDS	EMPLOYED RESIDENTS	TOTAL JOBS
1980	79,434	33,635	38,879	49,838
1990	84,300	36,490	46,900	54,800
2005	91,000	40,250	50,500	57,100

Source: A.B.A.G. - Projections '87

\* "San Leandro" includes the City and related "Ashland" area within the the San Leandro sphere of influence.

**FIGURE II-9: EMPLOYED SAN LEANDRO RESIDENTS, 16 AND OVER,  
BY INDUSTRY (1980)**

Industry	Number	%
Agriculture, Forestry, Fisheries, Mining	225	.7
Construction	1,658	5.3
Nondurable Goods, Manufacturing	2,453	7.9
Durable Goods, Manufacturing	4,483	14.4
Transportation	2,288	7.3
Communications, other Public Utilities	1,044	3.3
Wholesale Trade	2,293	7.3
Retail Trade	5,810	18.6
Finance, Insurance, Real Estate	2,149	6.9
Business and Repair Services	1,614	5.2
Personal, Entertainment, and Recreation Services	1,068	3.4
Health Services	1,684	5.4
Educational Services	1,659	5.3
Other Professional and Related Services	1,225	3.9
Public Administration	1,576	5.1
Total	31,229	100.0

Source: U. S. Census, 1980





# HOUSING



San Leandro Steam and French Laundry, circa 1915.







As Figure II-9 shows, employment in San Leandro is extremely well balanced, with the highest single category being "retail trade", with 18.6% of the total. All other categories were well represented except, not surprisingly, "agriculture, forestry, fisheries and mining", with less than 1%.

## HOUSING

### The Nation:

The effects of the "baby boom", inflation, energy scarcity, speculation and other factors pushed housing costs up rapidly in the 1970-1980 decade. The detached single-family home in the suburbs, the dream that became reality in the 1950's, is receding to the category of a dream for many. The population shift to the sun belt and the expansion of jobs in the west have made these pressures on housing even greater in California.

**FIGURE II-10: CALIFORNIA AND U.S. HOME PRICE INCREASES OVER PRECEDING YEAR**  
(California Association of Realtors, based on reporting Boards of Realtors)

Year	San Francisco Bay Area	California	United States
1980	N/A	\$ 98,040	\$ 62,200
1981	N/A	\$106,040	\$ 66,400
1982	\$124,024	\$110,020	\$ 67,800
1983	\$129,473	\$112,590	\$ 70,300
1984	\$129,916	\$112,470	\$ 72,400
1985	\$140,615	\$117,930	\$ 75,500
1986	\$161,150	\$131,530	\$ 80,300
% Increase 1982-86	29.9%	19.6%	15.6%
% Increase 1985-86	14.6%	11.5%	6.4%

Apartment rent levels have also increased, but not quite as dramatically. Apartment construction declined sharply in the late 1970's and early 1980's and the lack of available rental units became a significant problem. Only

recently has apartment development again become feasible with new rentals becoming available to meet pent-up demand. The trend to smaller households and the high cost of buying a house have pushed up demand for apartments.

The housing squeeze is adversely affecting employment growth in some areas, especially in the San Francisco Bay Area. When reasonably priced housing is not available within an economic commuting distance, companies cannot expand locally and will move operations out of the area or even out of the country, if necessary.

Because housing costs have risen much faster than inflation, many households must add new wage earners to help pay for rent or mortgage costs. The elderly, people with lower incomes, those on fixed incomes who rent, and workers who move to take new jobs and then must find new housing, are the groups which have been hit harder than most.

#### San Leandro:

San Leandro's housing stock has increased substantially, but population per household has been declining faster since 1960, with the result that total population has remained almost unchanged.

FIGURE II-11: HOUSING UNITS AND POPULATION			
Year	Units	Total Population	Population/ Household
1960	20,517	65,962	3.2
1970	24,418	68,698	2.8
1980	28,086	63,952	2.3
1988	30,145	67,053	2.3
Source: U.S Census and California Dept. of Finance (1988)			

The City's population increased less than 1.0 percent from 1960 to 1985 but the number of housing units increased almost 40 percent. Thus, today's San Leandrans have much more housing per person than they had 20 years ago. This trend cannot continue indefinitely and, if housing costs continue to rise persons per



household may start to increase again. There is some indication that the trend has almost bottomed out. A change in the direction of the trend will occur if the size of new families replacing today's older residents is larger or if more people, young and old, stay with their families because they can't afford to live independently. Although "independent living" is generally considered desirable, from the point of view of efficient use of housing and conservation of energy and materials, a ratio of only 2.3 persons per household is not very efficient.

Size of household also relates to age of head of household. San Leandro's large number of older persons tend to live in one or two person households. Almost 40% of San Leandro households have at least one person 60 or older in the household. In 1980, 66.7% of San Leandro's housing units had only one or two persons in the household (see Figure II-4). Only a little over 7% had as many as five persons in the household - a significant contrast to the baby boom years when households of five or more were common.

In 1980, there were 1,227 households in San Leandro with a female head and children under 18. This represented 4.5% of total households, a slight decline in the proportion of such households since 1970, and the lowest percentage in Alameda County. The rising costs of housing, discrimination against children, and comparatively lower incomes for females, however, continue to result in significant housing problems for such families.

FIGURE II-12: OCCUPIED HOUSING UNITS BY TENURE		
	Number	%
Owner Occupied Units	16,955	62.3
Renter Occupied Units (incl. single-family, two family and multi- family rental units)	<u>10,249</u>	<u>37.7</u>
	27,204	100.0
PERSONS IN OCCUPIED HOUSING UNITS BY TENURE		
Owner	43,908	68.7
Renter (incl. 344 inmates of institutions and others)	<u>20,044</u>	<u>31.3</u>
	63,952	100.0
Source: U.S. Census of 1980 - Tape 1		

Although San Leandro remains predominantly a community of homeowners, the percentage of owner occupied units dropped from 66.0% in 1970 to 62.3% in 1980. Because owner occupied units have somewhat more people per household, the percentage of San Leandro residents who live in owner occupied units is a bit higher - 68.7%, or just over two-thirds.



FIGURE II-13: HOUSING UNITS BY TYPE - 1980		
Type	Number	%
1 Family, Detached	17,529	62.4
1 Family, Attached	1,413	5.0
2 Units	1,110	4.0
3 or 4 Units	1,102	3.9
5 or more Units	6,189	22.0
Mobile Home or Trailer	743	2.7
Total	28,086	100.0
Source: U. S. Census, 1980 - Tape 3		

Housing types in the City reflect its historical pattern as a suburban community of detached homes modified by increased numbers of attached homes, both as condominiums (1 Family, Attached) and apartments ("3 or 4" and "5 or more" Attached Units). A small but significant number of two family units and mobile homes and trailers add diversity to the City's housing stock (Figure II-13). Of the units in larger complexes of ten or more units, most are in buildings or complexes of fewer than 100 units rather than large (150+ unit) projects. Many of San Leandro's small apartment buildings have been developed by local developers and continue to be owned by them.

Although mobile homes showed a sharp gain between 1970 and 1980, this was due entirely to a single large mobile home park (364 units) developed in the early 1970's. Lack of land and its high cost make increases in this type of housing unlikely in San Leandro's future, except on a very few scattered lots.

The vacancy rate in San Leandro has consistently been low, around 3 percent or lower. This reflects the relatively strong continuing demand for housing in San Leandro stemming from its strong employment base and its close-in suburban location (Figure II-14).

FIGURE II-14: HOUSING UNITS BY OCCUPANCY (1980)		
	Number	%
Occupied	27,204	96.86
Vacant <sup>1</sup>	882	3.14
Total	28,086	100.00
<sup>1</sup> Incl. for sale, for rent, held for occupational use, other vacants.		
Source: U.S. Census		

The average size of housing units in San Leandro in 1980 was 5.0 rooms, slightly larger than the average size in the San Francisco SMSA, but smaller than newer suburban communities such as Fremont, with 5.6 rooms. Given the average household size of 2.34 persons per unit in 1980, it can be seen that overcrowding was not a significant problem in San Leandro (less than 1% of occupied housing units had more than 1.5 persons per room and less than 2.5% had more than 1.0 persons per room, the Census measures of overcrowding). With the decline in household size, overcrowding has become even less of a problem, but if household size goes up again noticeably, overcrowding could increase.

Related to unit size, and more significant in terms of housing needs, is the breakdown of apartment units by number of bedrooms.

In the period 1980-85 there was very little increase in the supply of new apartment units in San Leandro. Some unsold condominium units and a very small number of apartment developments with fewer than 10 units were the only additions. In 1985 and 1986 there was a substantial surge in applications for new apartment development, due in part to falling interest rates and increased rent levels which made rental projects again attractive. The surge has since subsided to a great extent but it has resulted in over 800 new rental units built or under construction by late 1988.



FIGURE II-15: APARTMENT UNITS - 1980		
Apartment Type	Number	%
Studio	490	4.8
One Bedroom	3,841	37.4
Two Bedroom	4,284	41.8
Three Bedroom	1,526	14.9
Four Bedroom	98	1.0
Five Bedroom	10	0.1
Total	10,249	100.0
Source: U.S. Census - 1980 - Tape 3		

Most of these are one or two bedroom units with only a few studios and almost no three bedroom units. At least 10% of the units in developments of over 20 units (the great majority are in projects exceeding 20 units) are required by the City's Zoning Code to be rented to low or moderate income households. This totals 50 units in projects underway and could add 15 more if several approved projects are built. In addition, 35 units in one 236 unit development, which is in the Plaza 2 Redevelopment Project, must be set aside for households with very low, low or moderate incomes (14 for very low, 11 for low and 10 for moderate).

San Leandro's major growth period was in the years after World War II (1945--1960). Pre-1940 housing is concentrated in the area around downtown and in the northeasterly part of the city.

FIGURE II-16: AGE OF DWELLING UNIT, BY YEAR BUILT - 1980		
Year	Number	Percent
Pre-1939	4,199	14.9
1940-1949	6,402	22.8
1950-1959	8,702	31.0
1960-1969	4,709	16.8
1970-1980	4,074	14.5
Total	28,086	100.0
Source: U. S. Census- 1980 - Tape 3		

Housing in San Leandro has traditionally been well maintained and the city has never had any concentrations of substandard housing, even in the older areas of the city. Based on data prepared for the City's 1988-1991 Housing Assistance Plan, prepared as part of the City's Housing and Community Development Act (HCDA) application, only 2,954 units out of the city's total of 28,086 dwelling units, or 10.5 percent, are estimated to be "substandard", based on the broad definition of that term used by the U.S. Department of Housing and Urban Development. Of these, all but an estimated 21 were considered suitable for rehabilitation. Even this small number is not concentrated in any one area of the city or census tract.

The general picture of housing, then, is one of relatively new single-family homes and smaller apartments in sound condition, with a small proportion of units which need some rehabilitation. Because of the importance of preventing any increase in the extent of deteriorated units, rehabilitation efforts have been the main focus of the Housing and Community Development Act (HCDA) program.



FIGURE II-17: SURVEY OF HOUSING CONDITIONS

	ALL HOUSING UNITS		OWNER UNITS		RENTER UNITS	
	Total	Suitable for Rehab.	Total	Suitable for Rehab.	Total	Suitable for Rehab.
Total Occupied Units	27,204		16,955		10,249	
Substandard	2,850	2,820	1,650	1,620	1,200	1,200
Standard	24,354		15,305		9,049	
Total Vacant Available Units	882		455		427	
Substandard	104	75	30	25	74	50
Standard	778		425		353	
Total Housing Stock Available	28,086		17,410		10,676	
Total Standard Housing Stock Available	25,132		15,730		9,402	
Current Standard Vacancy Rate	3.1%		2.8%		3.8%	

Source: San Leandro Housing Assistance Plan - 1982-85





San Leandro's median rents in 1970 were just above the Bay Area median but in 1980 they were below the median, indicating contract rents in San Leandro did not rise quite as fast as the Bay Area.

FIGURE II-18: MEDIAN CONTRACT RENT, BY COUNTY AND SELECTED CITY 1970 and 1980		
Locality	Median Rent/Month	
	1970	1980
Marin County	\$161	\$348
Fremont	\$155	\$310
San Mateo County	\$154	\$313
Castro Valley	\$143	\$278
Hayward	\$141	\$273
<b>SAN LEANDRO</b>	<b>\$134</b>	<b>\$255</b>
San Francisco S.M.S.A.	\$130	\$268
San Francisco	\$128	\$267
Alameda (City)	\$128	\$257
Contra Costa County	\$124	\$268
Alameda County	\$121	\$240
Oakland	\$104	\$202
Source: U. S. Census		

It is noteworthy that rents in San Leandro were slightly lower than nearby suburban communities such as Castro Valley, Hayward and Fremont. Presumably this is partially because the rental stock in those areas is also, on average, somewhat newer than in San Leandro.

To date, condominium conversions in San Leandro have been limited, with approval of only three conversions representing less than 100 rental units. However, pressure for more conversions may occur if the sales picture for condominium housing improves. The City has adopted zoning provisions to guide review of conversions to condominium or stock cooperative ownership. Close monitoring of and control over conversions will continue on a case-by-case basis. Careful consideration can thus be given to whether benefits, such as major upgrading of buildings and provision of reasonably priced sale units, outweigh disadvantages, such as loss of rental units and hardship relocation impacts. In addition to zoning control of the conversion process, the City has established a fixed fee of \$3,500 per converted unit which must be paid to the City and which is earmarked either for assistance to tenant purchasers or to meet other housing needs as set forth in the Housing Element.

As with rent levels, 1970 and 1980 home value data are primarily useful as indicators of San Leandro's relative position within the Bay Area. Median values in San Leandro were below the SMSA figure in both 1970 and 1980 (Figure II-19). Although the rapid rise in commuting costs has tended to push housing prices up in close-in communities, the 1980 data show that San Leandro's median house value dropped from 88% of the Bay Area (SMSA) median in 1970 to only 80% of the median in 1980. This indicates that house prices in San Leandro rose at a lower rate than the Bay Area as a whole.

FIGURE II-19: MEDIAN VALUE OF SINGLE FAMILY HOMES, BY COUNTY AND SELECTED CITIES 1970 and 1980		
Locality	Median Value	
	1970	1980*
Marin County	\$33,900	\$151,000
San Mateo County	\$30,400	\$124,400
San Francisco	\$28,100	\$104,600
Castro Valley	\$27,300	\$ 94,800
San Francisco S.M.S.A.	\$26,900	\$ 99,000
Alameda (City)	\$26,200	\$ 99,600
Contra Costa County	\$25,700	\$ 94,600
Fremont	\$24,500	\$ 93,000
<b>SAN LEANDRO</b>	<b>\$23,800</b>	<b>\$ 79,600</b>
Alameda County	\$23,700	\$ 85,300
Hayward	\$22,600	\$ 75,700
Oakland	\$21,300	\$ 67,600
*Home values are for non-condominium owner occupied units.		
Source: U. S. Census		









# FISCAL ISSUES

## HISTORY OF ECONOMIC DEVELOPMENT IN SAN LEANDRO

As indicated in the preceding section, San Leandro experienced rapid growth during the 1950's and 1960's. Growth was encouraged, particularly commercial and industrial growth, because of the recognition that it would produce high sales and property tax revenues over time. The incentives were clear, there were few constraints, and this long term objective was well supported by the community. The City was able to maintain a high level of public services and, at the same time, reduce the property tax rate each year for over twenty years as a result of this high level of economic growth.

During this period, which ended in the late 1970's, the City had substantial control over its revenues and costs. It could afford to absorb some of the near term costs of development with the expectation that future property tax revenues would cover them in the long term, and if future revenues didn't cover costs, at least the City had the option to increase its low tax rate somewhat and raise the needed revenues. Also, if the City chose to keep some of its service costs lower, such as refuse and sewer rates and various user fees, it could do so by subsidizing them from the General Fund's property tax revenues.

As a result of its fortunate location, substantial and diversified tax base, and conservative fiscal policies, the City was in a strong position when the voter-mandated tax shifts of the late 1970's hit cities in California. That strong position has helped the City weather the recent changes better than many places but it has not protected it from impacts nor meant that it need not change its approach to fiscal concerns. Although the City still supports sound development and growth, it must now scrutinize new development very carefully. It must make sure new development does not end up jeopardizing the City's fiscal health, consequently hurting the entire community rather than helping it.

## COSTS OF DEVELOPMENT

The costs and revenues due to new development have always been very difficult to pin down completely or accurately, but the general consensus was that residential development did not pay for its service costs and commercial and industrial did. A generous portion of the latter was the way to balance a community and pay for needed services. San Leandro's strong commercial and industrial base, low taxes and good services supported this perception of how things worked.

Responding to local priorities, many local governments consciously sought shopping centers and "clean" industry, shunning housing, especially for low

and moderate income families. Other cities just happened to be at the right place at the right time. Unfortunately, many cities were at the wrong place, and the resulting fiscal imbalances between different cities, even neighboring cities, have contributed to strong pressures to redress imbalances.

### FISCAL CONSTRAINTS ON DEVELOPMENT

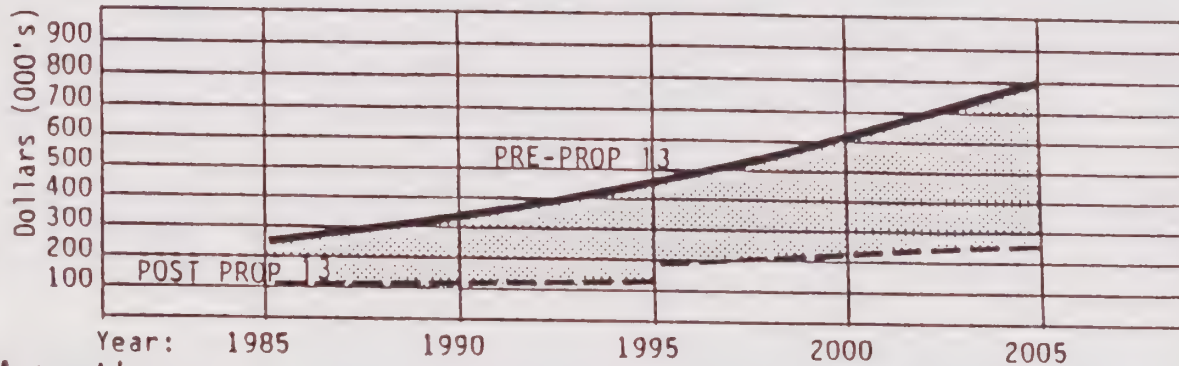
The passage of various tax and spending limitation measures has had tremendous effect on local land development regulations and policies. Although it was not well understood during the ballot arguments, Proposition 13 has turned out to have significant impacts on growth and development throughout California. By placing a ceiling on property taxes and not permitting property tax revenue to rise with inflation, Proposition 13 altered the historic pattern noted above. Most non-retail commercial and industrial growth is now considered fiscally to break even at best with regard to public service costs. Residential growth continues to be a net loss unless, when properly balanced with new retail facilities, it can generate substantial sales tax revenue.

The limitation on future increases in property taxes and the restriction on increase in property value to 2% a year mean that new development must pay its way "up front" since it won't pay off later over its useful life. That has meant pressure for much higher initial development fees coupled with an array of new techniques to provide for payment of service costs over the long term. To illustrate this problem, over a 20 year time span a residential unit built in 1985 will provide only about 30% to 40% as much property tax revenue as it would otherwise have done under the property tax structure in place prior to the Proposition 13 related shifts (Figure III-1). Industrial and commercial development, which tend to change ownership less frequently, pay even lower proportions of what they once would have paid.

This shift from long term property tax payments to up-front development fees has been a somewhat painful process for developers and cities alike. It has also tended to increase total costs to consumers for housing by requiring that development costs be included as part of the initial project financing, at typical high interest rates for development loans, rather than paid out from the income generated by the property. In the case of housing it has helped push up new home costs, thus further aggravating the affordability problem.



FIGURE III-1: COMPARISON OF PROPERTY TAX REVENUE FROM A  
10 MILLION DOLLAR PROPERTY ON A PRE AND POST PROPOSITION 13 BASIS  
(Shaded area indicates "lost" revenue)



Assumptions:

1. 1985 Tax rate would be 2-1/2% of full market value (10% of 1/4 of value) if Prop. 13 had not been passed (comparable to rate in 1978).
2. Property market value increases at 6% a year and assessed value at 2% per year for Prop. 13 line and 6% per year for Pre-Prop.-13 line.
3. Property sells once, at year ten (1995).

### DEVELOPMENT COST/REVENUE BALANCE

In places like San Leandro, where most public facilities are already in place, residential, commercial and industrial growth may still be fiscally desirable. Where new public facilities must be provided, which is true in parts of San Leandro, it is now the general rule that new development must pay all costs for public facilities and an amount for continuing public services equal to the extent to which the cost of those services exceeds the total local tax revenues to be generated by the new development. In addition, where existing public facilities must be maintained, upgraded, or replaced, these costs must be accounted for and charged to both existing and new development.

There are two generally accepted ways of analyzing the cost/revenue balance of growth. Some cities, particularly those developing large areas of vacant land, simply estimate the average net cost of development to the city and establish citywide fees. Total fees of \$5,000 per residential lot are not uncommon, \$10,000-per-lot fees are known, and \$20,000-per-lot fees are being considered in some areas. The State now prohibits charging fees higher than costs, so whatever fees are charged must be the result of careful cost analysis.

The second method is to charge fixed fees for smaller projects where there is little or no new development impact. In built-up cities this approach will be appropriate in many cases, since basic infrastructure is usually in place. However, on larger sites requiring new infrastructure, such as street or utility extensions, fees or charges will be necessary to cover their costs. Also, where existing infrastructure requires major upgrading or replacement, such as utility undergrounding or street widening, fees to cover these costs are needed. In the few very large site or complex situations that may arise, of course, special cost/revenue analyses and appropriate mitigation are called for.

Cost/revenue analyses include consideration of ongoing services as well as new or replaced physical facilities. For instance, if a development necessitates a new fire station, it also necessitates maintaining and manning that fire station, and the costs of operation continue indefinitely. In some cases, creation of maintenance districts to provide for the collection of fees for these continuing services from new growth areas may be necessary.

San Leandro's approach involves a combination of the above with some fees, such as street improvements, for traffic impact, based on a fixed amount per dwelling unit or other factor, and some based on analysis of costs and revenues for the project.

In summary, the City's basic philosophy is that new development must pay its own costs. In the aftermath of tax limitation measures such as Proposition 13 there is no real alternative, for the City can no longer raise its property tax rate or other taxes if its expenditures exceed its revenues. Some reductions of previously offered services have already been made. Other reductions may be necessary and some formerly free services are now fee-based to cover all or a significant portion of their costs. However, with a major reduction in the public revenues generated by new growth, there is literally nowhere to collect the costs of growth but from growth itself.

San Leandro recognizes of the fact that fees that do not relate clearly to corresponding public services or benefits, or that are excessive in relation to costs or to other communities can deter desirable new development or redevelopment. For this reason the City will carefully review any proposals for new or increased fees and will adopt only those fees that are reasonable and necessary to assure the continued quality of the community and of public services.



## SAN LEANDRO AS A DEVELOPMENT CENTER

This pay-your-own-way policy is not expected to adversely affect development in San Leandro. On the contrary, San Leandro considers itself to be a hospitable development environment and has a continuing policy of seeking and facilitating high quality residential, commercial and industrial growth within the limits of land availability. It is the City's policy to make land use decisions as quickly, fairly and consistently as possible, in the interests of holding down the costs of delay which must be passed on to the public, the ultimate user of new development. The policies in this General Plan are intended to be concise and clear and to minimize expensive misunderstandings and surprises as to the development directions the City wishes to take.

Aside from its local development-oriented approach, the City views its appeal to development from a regional perspective. First, all California cities face the same revenue constraints. San Leandro is fortunate because it has been fiscally conservative and, therefore, remains fiscally sound.

Second, most of San Leandro's physical facilities are in place, and its development fees are, therefore, lower than in many other cities. The City's physical facilities must be maintained and replaced, so there is still a need for significant development fees even for infill or renewal development.

Third, as an existing center of business and industry and a highly desirable residential community, San Leandro is a strong housing market. As a transportation hub with excellent access to regional, national and international markets by highway, rail and air, San Leandro remains attractive to business and industry. This favorable location is San Leandro's strongest asset for attracting new and replacement industry.

## KEEPING CURRENT

Because San Leandro is now almost completely built up, development in San Leandro is primarily replacement development. To some extent, natural market forces keep replacement going, but to keep present development in good condition and competitive with new areas will require more than passively waiting for market forces to act. As noted elsewhere in this General Plan, the City must pay serious attention to constantly upgrading its image and its physical appearance if it wishes to remain attractive over the long term. The City has recently increased its efforts to attract new commercial and industrial activity to it through development of a promotional program and related material.

The retention and expansion of existing businesses can be as critical to the economic health of a community as attracting new business. San Leandro, therefore, will continue its joint effort with local business and industry to resolve problems which could lead to relocation out of San Leandro. In addition, the City will develop new initiatives to provide for improved maintenance and conservation activities by private property owners and replacement of obsolete or deteriorating development with new, high quality development. New infill development must be of a type and quality that will not add new burdens to

existing areas and that will become a catalyst for maintenance and improvement of those areas.

These general policies will be implemented through a combination of land development regulations, maintenance of a high level of public services and facilities, and use of all available financial tools and legislative authority.

## **CITY POLICIES RELATED TO FISCAL CONSTRAINTS**

### **Overall Goal**

Financial health is as important for cities as for any other private or public organization or any individual or family. The City's overall goal in this area is:

- ° The City's overall goal in the area of fiscal issues is to assure that it retains the sound financial health needed to carry out or support the policies and programs identified in the General Plan.

The policies listed below are among the most critical in the entire General Plan since they relate directly to the City's financial health. For that reason, those policies which broadly affect the City's overall fiscal condition are indicated as relating to all six Key Quality of Life Issues.

In the following policy statements, "costs" and "benefits" are understood as referring primarily to monetary factors. However, the City can, and in fact must, consider other intangible costs and benefits of development in determining whether it should be approved or supported. Also, "development" includes new development, redevelopment and upgrading or renewal efforts.

### **Key Issues for the Future:**

- A) Neighborhood and Land use Integrity
- B) Community Cohesiveness
- C) Appearance and Identity
- D) Security
- E) Social and Cultural Life
- F) Economic Vitality and Opportunity

### **Policies:**

- A thru F    1. The City will support development which maintains or improves the City's fiscal health so that it can continue to provide needed



and important public services to maintain the Quality of Life of its citizens.

- A thru F    2. The costs of providing services to major developments versus the revenues generated by them shall be evaluated on a case-by-case basis.
- F            3. The City will keep fees and charges imposed on development as low as possible consistent with the City's obligations to maintain a sound fiscal condition and to charge for the costs of development on an equitable basis.
- A thru F    4. Subject to the qualification above regarding consideration of intangible costs and benefits, new development shall pay its full share of the capital and ongoing service costs attributable to it.
- F            5. The process of reviewing and approving development shall be simplified and expedited as much as possible consistent with other policies and objectives of the General Plan.
- A thru F    6. The City will monitor economic and social changes that can effect the City's fiscal condition and will seek to support or take advantage of favorable trends and counter adverse trends.











# HAZARDS



San Leandro Fire Dept., 1915.





# HAZARDS

## OVERVIEW

San Leandro has many environmental hazards necessitating careful attention by the City to reduce the risk to life and property to a reasonable level.

The greatest hazard affecting the City is geologic. The entire San Francisco Bay region is part of a very geologically unstable area and is prone to seismic activity with all its attendant hazards. These hazards are present in San Leandro and include the following:

- Surface Rupture
- Ground Shaking
- Ground Failure
- Inundation (flooding/tsunami)
- Structure Failure

Other potential non-geologic environmental hazards affecting San Leandro include:

- Fire
- Toxic and Hazardous Materials
- Flooding
- Utility System Failure
- Transportation and Communications Disruption
- Noise

The City is continually working to mitigate these hazards through appropriate planning and action programs. This includes emergency preparedness planning and the implementation of the policies found in this Plan. Environmental hazards are a threat to San Leandro, but with continuing and diligent attention, risks can be reduced to reasonable levels.

## WHAT IS A REASONABLE LEVEL OF RISK?

Safety, for the purposes of this Plan, is defined as the protection of the community by local government and by governmental agencies at the regional, state and federal levels from those hazards which carry unreasonable risks to



life and property. It is the responsibility of local government to determine the levels of reasonable and unreasonable risk. For the purpose of this Plan and its policies, "reasonable risk" is defined as:

...the level of risk below which no specific action by government is deemed to be necessary. Conversely, "unreasonable risk" refers to a level of risk at or above which specific action by government is deemed necessary.

Government action refers to such things as adoption of ordinances or policies, development of contingency plans, significant expenditures for equipment or personnel, or other actions to reduce risks identified in this Plan. Some of the government actions are appropriate for cities, i.e., San Leandro, others are best taken by County, State or Federal level agencies. The determination as to whether government action is necessary and the extent of any necessary action involve a judgement as to the balancing of the costs and impacts of the action versus the reduction in risk. Since hazards or risks are often extremely unpredictable, this judgement of necessity cannot be a precise one but only that which reasonable persons can make given the information available.

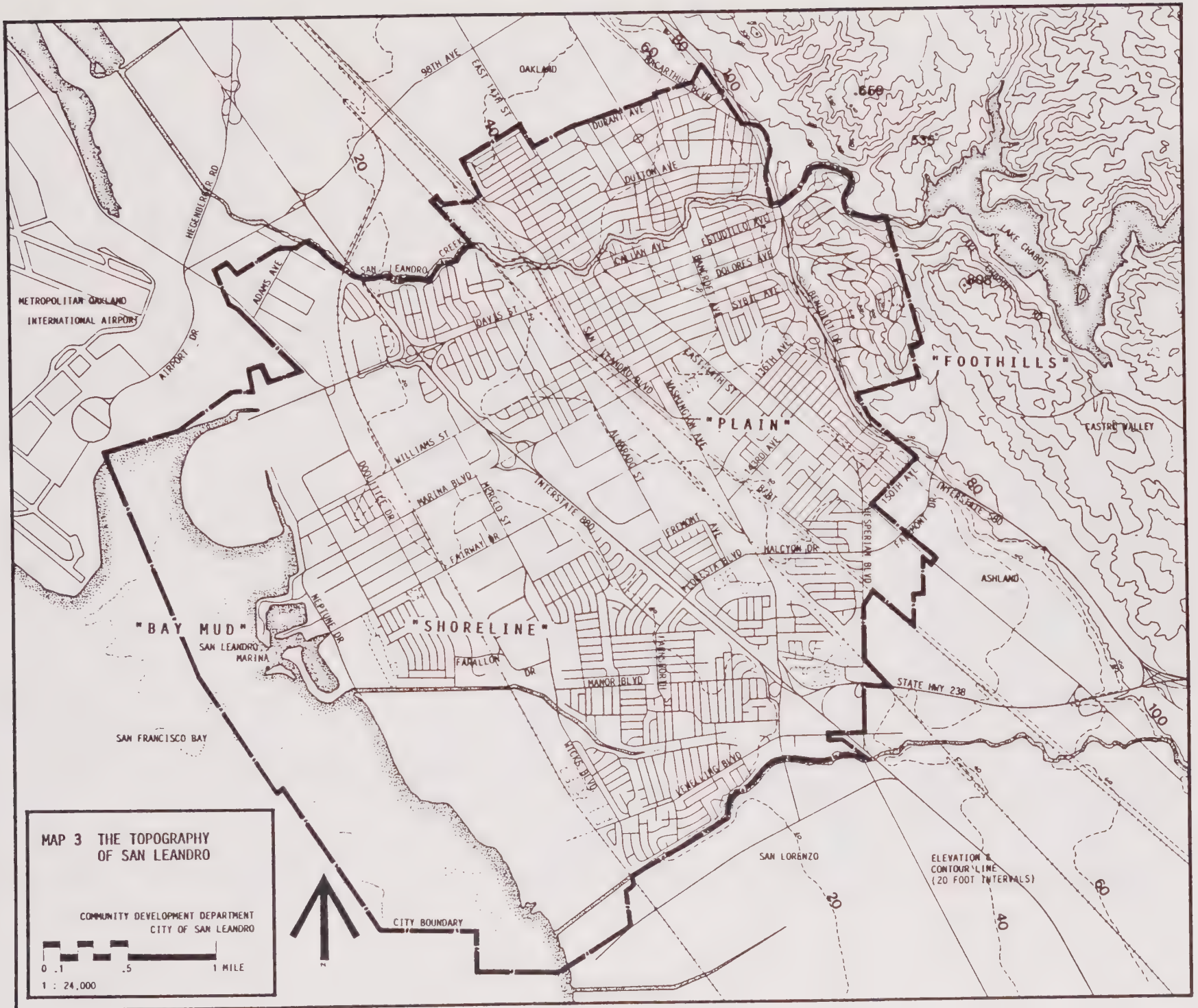
### GENERAL GEOLOGIC AND SEISMIC HISTORY

The San Leandro area is characterized by a large plain which dips westerly from a series of north-south trending ridges on the City's eastern boundary. The western edge of the plain intercepts San Francisco Bay, forming a shoreline approximately four miles in length. The plain is traversed east and west by San Leandro Creek on the north, San Lorenzo Creek on the south, and various manmade flood control facilities draining the upland and foothills.

Geologically, San Leandro can be broadly viewed as three separate geologic formations: foothills, plain and shoreline. The foothills consist primarily of the same material as the bedrock under San Leandro. This bedrock is derived from the Franciscan formation of the late Jurassic period (300 million years ago) to the late Cretaceous period (190 million years ago). The Franciscan formation is a heterogeneous unit of marine and volcanic sediments predominantly sandstone, siltstone and various volcanic rocks. The slope in the foothill section ranges from five to fifty percent.

Within the Franciscan formation bedrock in the hill area of eastern San Leandro and adjacent land are locations in which what are referred to as "mesozoic ultrabasic igneous rocks" have intruded through the bedrock. These rocks consist primarily of peridotite, serpentine, dunite, pyroxenite and associated gabbro and diabase. In some of the serpentine there are narrow veins or veinlets of amphibole asbestos or chrysotile asbestos. Because asbestos fibers have been identified as a hazardous material grading or disturbance of serpentinite in a way which exposes people to asbestos is a potential hazard.

Most of San Leandro's plain area is underlain by alluvium laid down by streams emptying into San Francisco Bay from the surrounding hills. The stream deposits consist of sand and gravel separated by extensive layers of silt and clay. The original San Francisco Bay depression lies beneath most of the flatland areas. This is evidenced by the series of clay layers, similar to the present Bay mud, deposited at various depths (Map 4).







Shoreline areas are either filled land, marshlands or mud flats. Bedrock lies beneath the plain and shoreline at depths ranging from 600 to 1,500 feet. The shoreline is less compacted and wetter than the alluvial plain. Younger Bay mud overlies most of the shoreline areas and ranges in thickness from a few feet to as much as 40 feet. The uppermost 100 feet of Bay mud and alluvium are of greatest interest because the behavior of the land surface, particularly in its response to earthquakes, is principally dependent on the nature of the sediment to that depth.

The plain and shoreline areas are characterized by certain other geologic features which determine the type and magnitude of the response of the soil to seismic activity. These are a high water table, soft Bay mud, fine granular material and a ground elevation near or below sea level.

The Bay Area lies within one of the most seismically active and potentially destructive areas of California and the United States. In addition to various minor faults, two major fault traces, the San Andreas and the Hayward (Map 5), pass through this heavily populated metropolitan center situated on the narrow land area between the Oakland Hills and the Pacific Ocean. In recent times, both fault systems have demonstrated a potential for destroying both lives and property. Unfortunately, we do not have a reliable way to accurately predict either the time of an earthquake, its magnitude or its duration.

In very general terms, the floor of the Pacific Ocean and part of the western edge of California are moving northward and dipping under the Aleutian Islands in a movement called Tectonic Plate Drift. The slip joints between the ocean floor and the inland land area are the faults. The amount of displacement is substantial - Pt. Reyes in Marin County used to be part of Pt. Lobos in Monterey County. The slippage can be absorbed either in many small quakes or a few large ones, so although the amount of movement can be accurately measured, we cannot accurately predict when some subsurface problem will cause a major elastic "snap" in the earth's crust.

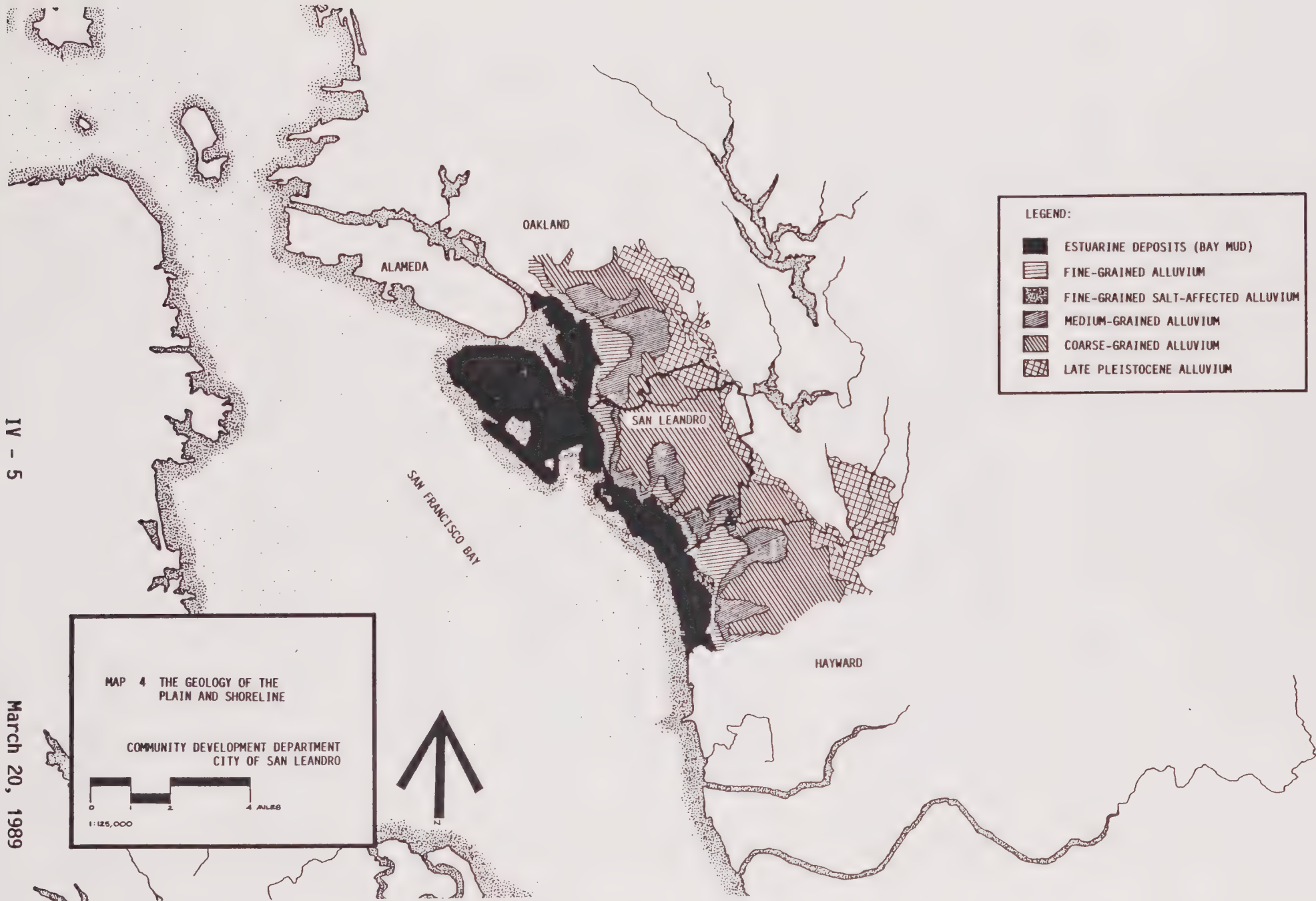
However, sources involved in earthquake research forecast the strong possibility of a major quake along one of the faults near San Leandro before the year 2000.

#### **GEOLOGIC AND SEISMIC HAZARDS**

San Leandro topography, geology and seismicity combine to provide conditions favoring these seismic hazards:

- Surface Rupture
- Ground Shaking
- Ground Failure





LEGEND:

- ESTUARINE DEPOSITS (BAY MUD)
- FINE-GRAINED ALLUVIUM
- FINE-GRAINED SALT-AFFECTED ALLUVIUM
- MEDIUM-GRAINED ALLUVIUM
- COARSE-GRAINED ALLUVIUM
- LATE PLEISTOCENE ALLUVIUM

MAP 4 THE GEOLOGY OF THE PLAIN AND SHORELINE

COMMUNITY DEVELOPMENT DEPARTMENT  
CITY OF SAN LEANDRO

0 1 2 4 MILES

1:125,000







- Inundation (flooding/tsunami)
- Structure Failure

The following sections briefly describe each seismic hazard and discuss the impact of each hazard on the community.

#### Surface Rupture

When it occurs during an earthquake, surface rupture will be at the intersection of the fault with the ground surface. Surface ruptures do not always occur each time a fault moves nor always in the same locations, but it is generally related to the magnitude of the earthquake and the length and type of fault. When surface rupture does occur, it is impressive and any amount of movement can be devastating to a structure on or very close to the line of rupture. This hazard is not widespread in San Leandro but is confined to the area close to the actual Hayward Fault trace. It would impact only those structures, including road and utility structures, constructed across fault lines.

#### Ground Shaking

Ground shaking is the most commonly experienced, the least understood and the most damaging earthquake phenomenon. The State Division of Mines has forecasted ground shaking will be responsible for 21 billion dollars worth of damage from 1970 to 2000 if present loss reduction practices are not changed. The relative magnitude of this hazard is illustrated by comparing it with the Division's estimate of 9.9 million dollars in damages for landsliding and 76 million dollars in damages for ground rupture during the same period.

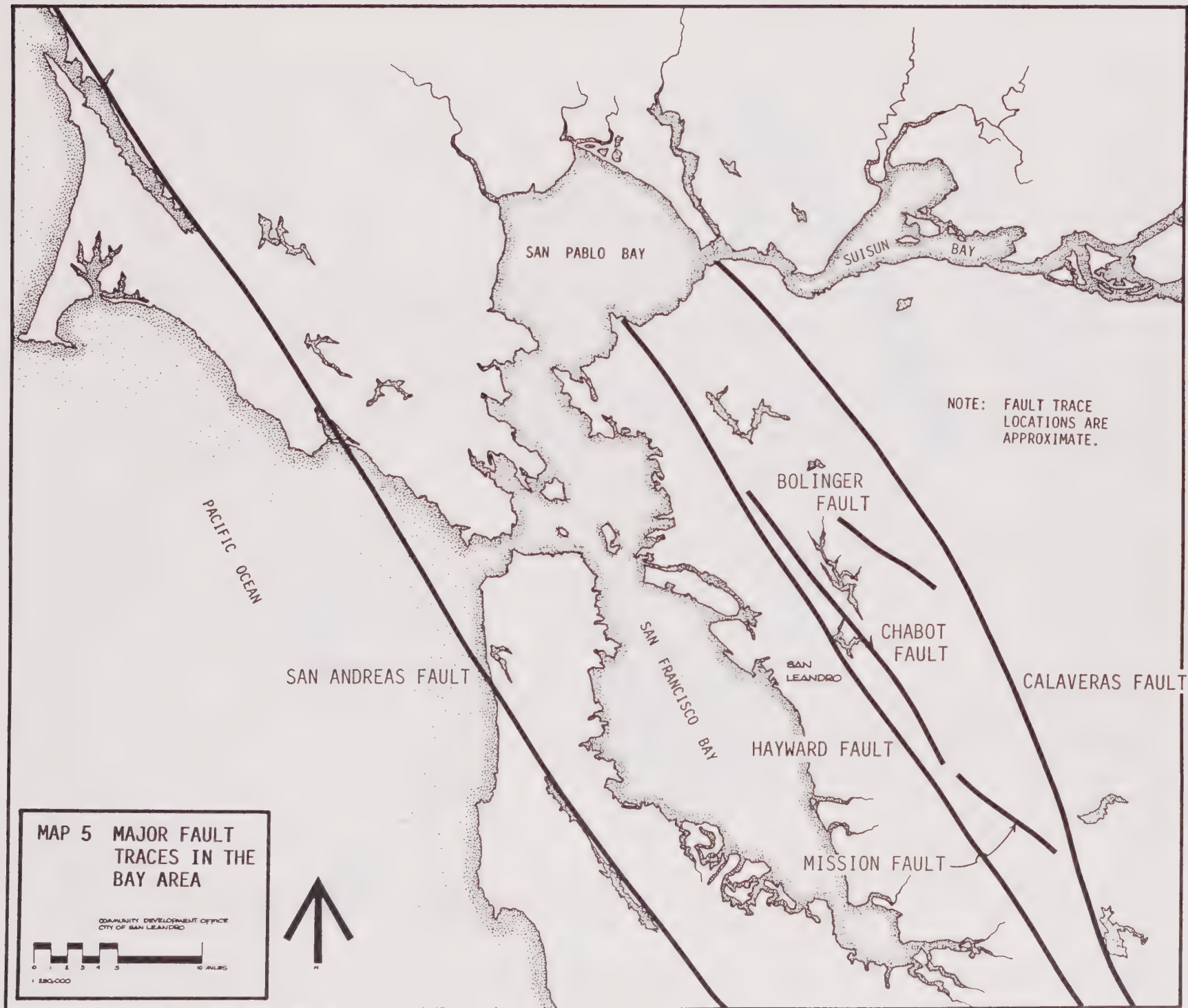
Ground shaking is a complex occurrence which has eluded complete analysis, thereby making forecasts of severity and type of shaking in a particular area extremely difficult. The effect of ground shaking depends on various factors such as earthquake magnitude, soil type and structure, ground water elevation, and design and materials of the man-made structure.

At present, accurate predictions of ground response are not possible. An approximation was developed utilizing the concept that ground response is related to the thickness and nature of the alluvium lying above the bedrock. San Leandro's three geologic sections - foothills, plain and shoreline - are used to describe various types of ground response:

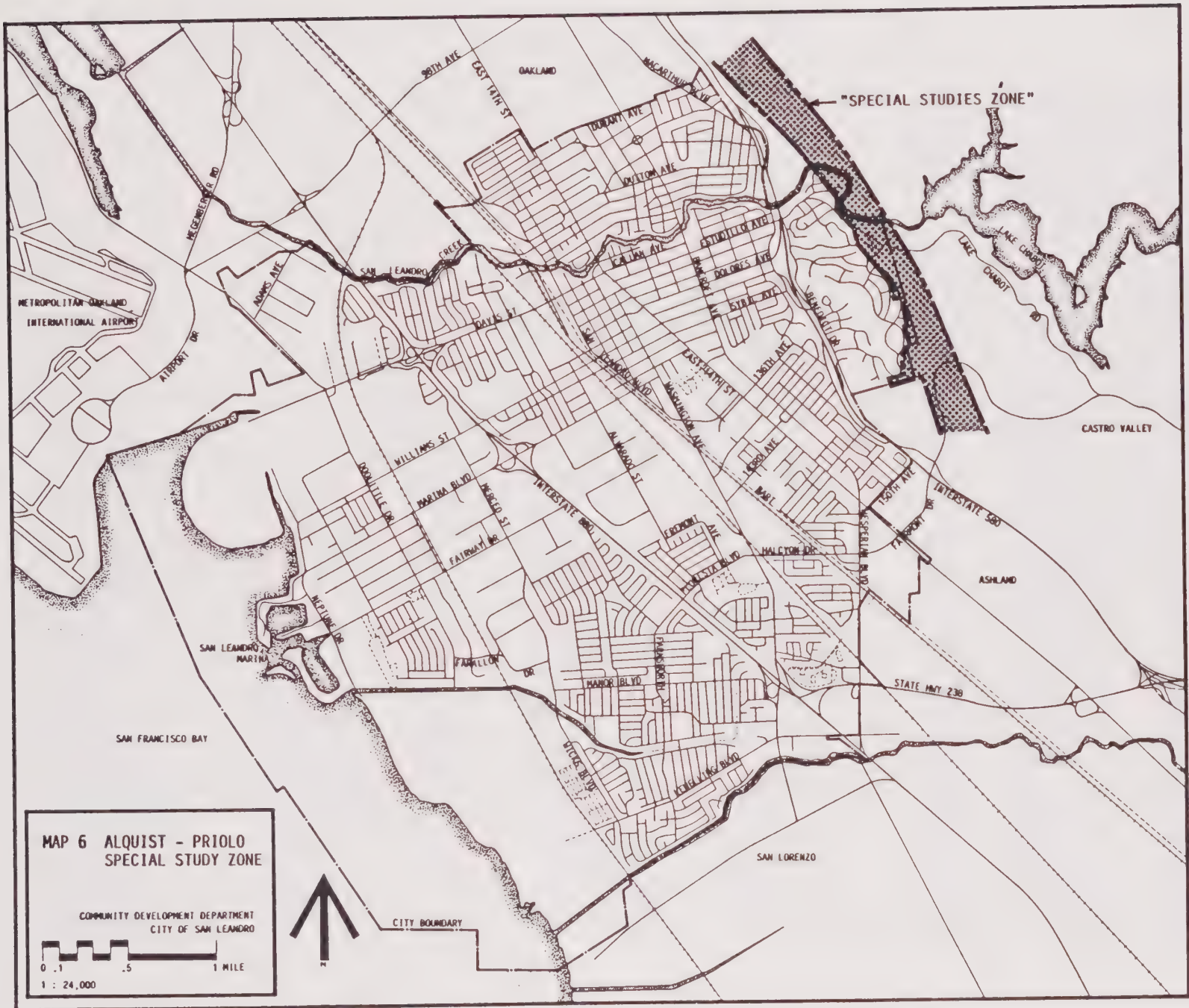
- In the foothills section there is little or no soil cover. This section will suffer the least from ground shaking since lack of soil does not allow amplification of shaking. One and two story structures are most vulnerable.















- The plain section is underlain by alluvium. The depth of alluvium varies from 50 feet near the foothills to several hundred feet near the shoreline. Where the alluvium is shallow, low rise buildings are more vulnerable to damage from ground shaking.
- The shoreline section is made up of Bay mud and/or land fill, some of which consists of dredged bay mud. Elevations are very close to sea level and water tables are high. The soft characteristics of the deposits will promote longer periods of ground motions. High rise buildings in this section are very vulnerable.

The boundaries of these sections are not precise but they do provide guidance for evaluating the performance of a given building and can indicate whether further study is warranted.

### Ground Failure

The foothill section, i.e. the area easterly of Interstate 580, has the potential for landslides due to steep natural slopes and manmade embankments. The U. S. Geological Survey considers the area prone to landslides, but there has been relatively little landsliding within the City itself except near Memorial Hospital (Map 7). Any prospective development in this area should give special attention to soil condition and stability, however.

Liquefaction is a common type of ground failure occurring during an earthquake in which soil behaves like a liquid, that is, it flows in response to gravity and loses its ability to support structures. In level terrain, liquefaction can cause damage to structures through ground settlement or through tilting or sinking of structures. On sloping plains or hilly terrain, liquefaction can cause all or part of the slope to flow to a lower elevation, thus causing severe damage to any structure occupying the slope.

Settlement is the uneven compaction of loose material through liquefaction or from the weight of a structure. Such seismically induced ground failure can severely damage structures due to the wrenching action from the uneven settlement across the structure's foundation.

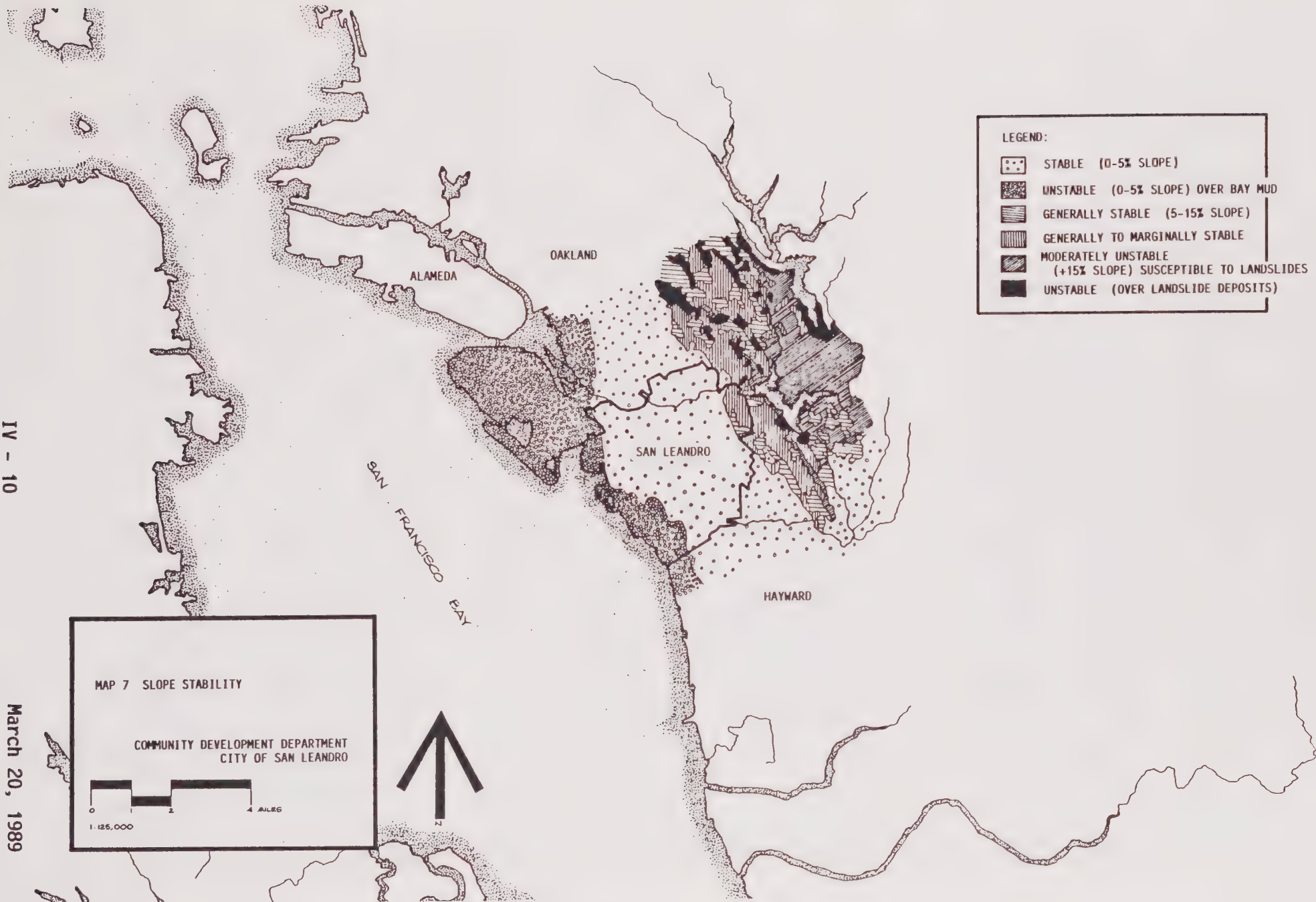
In San Leandro, the potential for liquefaction and settlement increases from an essentially low potential in the foothills to a probable occurrence in the shoreline area. The impact of liquefaction will be greatest on large structures sensitive to settlement. At present, the largest and most vulnerable buildings are not in areas of high potential.

### Inundation

Seismically induced inundation could result from tsunamis (earthquake induced "tidal waves") entering the Bay through the Golden Gate. The highest recorded tsunami to enter the Gate was seven feet from the Alaskan earthquake in 1964. There was no reported damage from this wave in San Leandro but some damage was done to boats and shoreline property at Bay Area locations near the Golden Gate.









A tsunami would have to reach a height of 20 feet at the Golden Gate before significantly affecting San Leandro, an event predicted to happen on a frequency of only once every 200 years.

Inundation from seiches (an oscillation or "sloshing" of the water in a lake or shallow body of water caused by seismic disturbances) can be devastating if it becomes high enough to top shoreline dikes or reservoir dams. Historically, there have been no known seiches in the Bay Area.

Flooding could also occur as a result of failure of Upper San Leandro or Chabot Dams on San Leandro Creek following a major earthquake. The effect of such flooding is discussed below under "Potential for Other Hazards".

### Structure Failure

Most buildings in San Leandro are reasonably well designed to withstand seismic forces. However, some would be quite vulnerable in even a moderately strong earthquake and many could be badly damaged in a major earthquake. In general, older, un-reinforced or inadequately reinforced masonry buildings are the most susceptible to collapse. Also, some structures have appurtenances, such as parapets, decorative trim, signs, water storage tanks, chimneys, etc., which may fall off or collapse during an earthquake. A number of older commercial buildings fall into this category. One and two story frame structures, such as most single family residences, are reasonably safe in terms of protecting inhabitants, but many would suffer costly damage, possibly beyond economic repair. Most bridge and overpass structures and the BART line would not collapse but damage might make them unusable for an extended period, thus hampering circulation at a critical time. Liquid fuel transmission lines, which run through the western part of the City, could be damaged with resultant serious fire threats to nearby properties and to sewer and drainage systems.

Most large institutional buildings, such as schools, hospitals, churches, etc., and most commercial buildings built in recent decades are reasonably safe. However, they could be rendered unusable for some time due to damage to utility systems and interior fixtures.

There is great variation in the industrial buildings in the City and it is difficult to generalize regarding them. Damage would probably be substantial in older and lower quality structures and production facilities could be seriously affected with resultant impacts on employment. In storage or warehouse buildings, collapse of shelving or stacked material could result in significant risks to personnel and in loss of merchandise. Damage to storage or production facilities could release hazardous or toxic materials. Possible impacts on utility and transportation structures are also discussed below under Other Hazards.

The City's redevelopment program has consistently required that any buildings retained within a project area be upgraded to meet seismic standards as close as possible to current requirements for new construction. It has also led to the removal of many older structures which did not or could not meet higher



standards. This effort has been primarily concentrated on the downtown area but expansion into areas near downtown and to industrial areas in the western part of the City is planned or under consideration.

### THE POTENTIAL FOR OTHER HAZARDS

Besides geologic and seismic hazards, San Leandro is subject to other hazards having the potential to threaten life and property. The following summary identifies those hazards presenting the greatest potential for risk.

#### Fire

Of the two basic types of fires, urban fires and wildland fires, the most destructive of these for San Leandro are likely to be urban fires, particularly in industrial areas. Because San Leandro has a number of varied industries adjacent to residential areas and because it has Bay Area transportation routes running through these areas, industrial fires are a particular concern.

The second hazard, wildland fire, is most serious in the eastern foothills. The areas of Bay-O-Vista, Lake Chabot and the San Leandro Reservoir have the greatest potential for this type of fire, although the trees and brush along San Leandro Creek also represent some risk to nearby properties. Under certain very unfavorable wind and weather conditions, wildland fires can become extremely dangerous threats to nearby urban areas.

#### Toxic and Hazardous Materials

Since much of the city is developed with industrial and commercial uses and is traversed by major rail and highway routes, the likelihood of an accident involving toxic or hazardous materials is high. These materials, including those that are explosive, poisonous or radioactive, are used and transported daily throughout the city. Because of this constantly changing situation, it can be difficult to plan a response to this hazard. However, the San Leandro Fire Department has expanded its activities in this area greatly in recent years. Training of emergency response personnel in recognizing and handling hazardous materials on-site or in transit has been stepped up. San Leandro has its own "Resources Center". Fire fighters in the field can radio for immediate information on material encountered and can improve "size-up" and "response" actions. The City has adopted stricter sprinkler requirements and underground tank storage controls to reduce risks. Hazardous Material Data sheets are kept on file for known types and locations of hazardous materials and the City is constantly improving its information inventory of materials requiring special response or control. In the event of a major exposure to risk affecting a large part of the City, such as a release of poisonous fumes, the Emergency Operations Center, described below, would be activated.

Another aspect of toxic materials that has increased in awareness and concern in recent years is the presence of toxic or hazardous materials in the earth as a result of leakage, spillage or dumping on the property. The most common situation has been leakage from underground fuel storage tanks but there are many potential causes and situations. Early investigation of possible problems is necessary to determine their seriousness and the extent of property owner liability.

The use of toxic or hazardous materials obviously leads to accumulation of toxic or hazardous waste products. That aspect of this issue is discussed in Part V under "Hazardous Wastes".

### Personal and Property Security

Although not always thought of under the broad heading of "Hazards", protection of people and their property has some important relationships to a General Plan. These include the need for adequate circulation for emergency response to fire, crime or medical problems, the need to consider security in the design of residential and non-residential buildings, and the negative impact which the lack of security has on the value of neighborhoods or commercial and industrial areas.

The City of San Leandro recognizes that a sense of security is very important to the quality of life of people who live or work in San Leandro and to the economic stability of the City. The San Leandro Police Department works with other City departments to encourage development of safe and secure buildings and property. It also works with resident and business groups to improve awareness of and response to security problems. The City's goal is to maintain a sense of security but to do that in ways which are not so obvious that they are self-defeating.

### Flooding

Although the City maintains street gutters and some storm water services, major responsibility for storm runoff is the responsibility of the Alameda County Flood Control and Water Conservation District (ACFCWD). The various drainage areas are covered by District zones and the work performed in these zones over the last 15 years has substantially reduced the threat of major damage by flooding, although some localized wet spots may appear during very heavy rains.

The biggest potential flooding hazard is from dam failure of the East Bay Municipal Utility District (EBMUD) dam at Lake Chabot. That dam has recently been reinforced and would fail only during a major earthquake. Upper San Leandro Dam, above Chabot Dam on San Leandro Creek, was replaced a the new dam in the early 1970's as part of a district-wide program by EBMUD to upgrade the strength of dams after the San Fernando Valley earthquake of 1971.

During wet winters, occurring on average once every ten years, heavy rains could cause the reservoir to overflow. This rarely causes damage to San Leandro Creek, the reservoir's spillway, and water has never overflowed onto adjacent properties except in the lower reaches downstream of the Nimitz Freeway and outside of San Leandro's city limits. Because of the history of flooding of the plain below the Nimitz, ACFCWD widened and lined the creek from the freeway into San Leandro Bay, which lies between the Oakland International Airport and the City of Alameda. This eliminated the flooding hazards in those areas, and consequently eliminated all potential flooding in the city except the inundation hazard noted above.



As part of making the channel improvements in San Leandro Creek, the ACFCWD has acquired either full rights-of-way or assumed prescriptive rights to regulate the use of land in the channel to accomplish its plan of providing for adequate and unobstructed flow of floodwater. This is to protect life and property from unplanned and unauthorized obstructions in the channel.

### Rise in Sea Level

A potential flooding problem which has recently been identified is the rise in sea level projected over the next century. Hydrologists estimate the rate of rise may increase from the present one-half foot (1/2 ft.) per century to somewhere between two and eight feet. The rise is being caused by warming of the global climate due to accumulation in the atmosphere of gases such as carbon dioxide, methane and chlorofluorocarbons which result from fossil fuel burning and deforestation of tropical rain forests. Because so many factors affect global climates, the rate of change over a relatively short time period, even a century, is very hard to establish. The U. S. Environmental Protection Agency suggests a four foot per century rate for planning purposes for the San Francisco Bay.

A combination of very high tides and either heavy storm run off or strong westerly winds or both can now threaten low-lying shoreline areas in San Leandro with flooding and wave damage. Most of the shoreline in San Leandro is City-owned as marina, park or open space land but there is some privately owned residential frontage and the diked refuse fill area being developed as Oyster Bay Regional Shoreline is owned by the Regional Park District. There are also low-lying residential areas near the waterfront which could be threatened by high water under extreme conditions. New private development or public investment in areas that may be affected needs to consider this potential major problem. The City should work with other public agencies to monitor the problem and develop means of reducing impacts on its own land and facilities as well as affected private property.

### Utility System Failure

During a major earthquake, fire, flood or any of their attendant effects, water, gas, sewer, telephone and electric utilities are prone to extensive damage or widespread failure. The amount of disruption depends on the magnitude of the event. Broken East Bay Municipal Utility District (EBMUD) water lines and sewers could also add to fire damage or result in potentially serious public health hazards. In the 1971 San Fernando earthquake, no water was available for nine days in some areas and it took up to five months to restore some sewer lines. Telephone, gas and electric lines are also very vulnerable to earthquakes, flood or fire damage. During stormy weather, overhead power lines can collapse, adding to the risk of injury and fire, and interrupting power supplies and communications. Fire and explosion are the major dangers from disruption of natural gas lines. Utility substations suffered heavily during the 1971 San Fernando earthquake.



A second form of utility system failure is the blackout of power in a large area due to malfunction of the regional power grid. Such problems are relatively short-lived since the system shuts down to avoid damage and can be re-established within hours in most cases. Local emergency and public service operators can, however, be faced with the need for quick response on a broad scale during the emergency and the failure of utility systems would hamper the ability to respond quickly.

### Transportation and Accidents - Disruption

With three major rail lines, BART, two freeways, and many truck routes on major thoroughfares running through its residential, commercial and industrial areas, the city is highly susceptible to impacts on life and property resulting from transportation accidents. Since much of the traffic using these routes is industrial in nature, there is a potential for accidents involving dangerous or toxic substances. The presence of BART and the Southern Pacific's AMTRAK passenger trains results in the possibility of accidents endangering large numbers of passengers.

The air space over San Leandro is very congested. Traffic to and from San Francisco International Airport, Bay Area military facilities, Hayward Airport, numerous other Bay Area airports, and particularly Oakland International Airport traverses the city. Outgoing and incoming scheduled flights to Oakland fly over water just off the San Leandro Shoreline Area, and non-scheduled flights to and from the Oakland North Airport fly over much of the developed area of the city. The possibility of a serious crash is always present.

The Alameda County Airport Land Use Commission (ALUC) has adopted an Airport Land Use Policy Plan relating to areas near airports in the County. The Plan recommends restrictions on land use to avoid concentrations of people or high hazard situations as well as restrictions on structure heights for aircraft safety, within the designated ALUC Safety Zone.

The ALUC Policy Plan, adopted July 16, 1986, maps several zones or referral areas relating to airport safety and operations. These include:

- ° General Referral Area (Map 7A) identifying the area near airports within which major projects (including zoning and General Plan actions) should be referred to the ALUC for consistency with the ALUC Policy Plan.
- ° ALUC Safety Zone for Oakland North Airport (Map 7B), which identifies the area near the southerly end of the North Airport runway that should be restricted by local controls to comply with Plan policies. The applicable policies are listed below.
- ° ALUC Height Referral Zone for the Oakland Airport complex (Map 7C), the zone that reflects Federal Aviation Administration (FAA) height restrictions. Although, the restrictions are not likely to significantly affect development in San Leandro, toll structures or high-rise buildings within the referral area should be referred to the ALUC and FAA for compliance.

- ° Project Noise contours for air traffic serving the Oakland Airport are shown in Map 7D. The significance of this map is discussed below in the section headed "Noise".

As noted above, the ALUC Safety Zone policies apply to development within the impacted area. The zone includes a portion of the lower Davis Street "Major Change" area and the ALUC policies are noted here as they represent constraints on future redevelopment of lower Davis Street.

#### ALUC Safety Zone Policies

Within the inner portion of the safety zone, extending up to 1/4 mile (1,320 feet) from the end of the runway, the following are defined as incompatible land uses:

- ° Permanent structures or objects projecting above the level of the primary surface of the runway.
- ° Any use which on a regular basis would result in a density which would exceed 25 persons per net acre<sup>1</sup> at a time.
- ° Recommended uses include agriculture and open space. Non-permanent structures or objects, such as parking areas for aircraft or automobiles, are permitted where object height is consistent with height restrictions contained in FAR Part 77.

Within the outer portion of the safety zone, extending beyond 1/4 mile (1,320 feet) from the end of the runway, new uses shall be non-residential, low density.

- ° Suggested uses are agriculture, open space, non-intensive recreation, warehousing, non-intensive industry, and equipment storage.
- ° Uses are defined as incompatible if they would yield a density of more than 25 persons per net acre<sup>1</sup> over an 8-hour period (long-term) or a density of more than 50 persons per net acre for more than 2 hours per day (short-term). In particular, new shopping centers, restaurants, schools, hospitals and areas are not compatible.
- ° Within the overall density limits identified above, clustering of uses within a parcel may be compatible where such clustering provides emergency landing areas, avoids concentration of development along the extended runway centerline, and does not pose a hazard to air navigation.
- ° Flammable liquids, as defined in the Uniform Fire Code, shall be stored underground (with appropriate safeguard).

<sup>1</sup>Net acres excludes public and private streets and San Francisco Bay waters.

To be consistent with the ALUC plan, proposed new land uses must be compatible with the Policies above. To be consistent with the ALUC plan, an existing local general plan or zoning ordinance shall not permit the incompatible uses identified in the above policies.

#### Recommendations Concerning Land Use in ALUC Safety Zones:

In areas where existing uses result in a population density and/or character of development incompatible with the above policies, and where local governments find mitigation measures are not available to them, airport operations should be reviewed for possible actions to mitigate accident potential.

It is recommended that local jurisdictions require dedication of a noise and aviation easement prior to development of properties at lease within the ALUC safety zones. Such easements may "mitigate" airport noise impacts under State law and may help ensure that prospective property owners are aware of potential airport impacts. An example of such an easement is contained in Appendix E.

#### Communication Disruption

In the event of a major catastrophe affecting the entire Bay Area, communications would be seriously disrupted. Television, radio, newspapers and telephone service could not be relied upon to be effective in the critical time immediately following the catastrophe. San Leandro has a local cable television station but it could also be rendered useless during a major emergency.

The various transportation systems and freeways mentioned above, as well as the creeks and drainage channels, have the effect of breaking the City into small areas, some of which have restricted access for emergency vehicles or evacuation. The City has increased accessibility by extending and improving major streets, such as the Adams Avenue/Bigge Avenue connection, San Leandro Blvd. and Fairmont Drive extensions, the Wicks Blvd. and Springlake Drive connections, the Farallon Drive grade crossing, and the Maltester-Polvorosa overpass on Davis Street at the Southern Pacific Railroad. The Circulation Element identifies future access improvement projects including the extension of Neptune Drive to the north to connect to Davis Street, and the connection of Fairway Drive to Aladdin Avenue across Interstate 880 (Nimitz Freeway).

These improvements significantly increase the ability of emergency vehicles to respond from more than one approach as well as the ability to evacuate residents or employees in the event of exposure to a hazardous condition. The adverse side of such circulation improvements is that some areas may be exposed to greater traffic and related impacts, such as noise or lowered air quality. The General Plan attempts to balance these potentially conflicting goals.



## EMERGENCY PREPAREDNESS

The San Leandro Fire Department (SLFD) is responsible not only for medical emergencies (over three-fourths of its responses are medical) and fire suppression services, but also emergency preparedness. The City has an Emergency Operation Procedures plan (EOP) that is overseen by the SLFD with support from all other City departments and Federal, State, County and regional emergency-oriented agencies.

The SLFD at present has approximately 95 uniformed personnel working out of five stations and the central communications center in the Public Safety Building in the Civic Center. The first line emergency equipment includes five pumpers, three aerial ladders and two heavy-duty rescue squads with one aerial ladder, two pumpers and one four-wheel drive hill wagon in reserve.

The EOP for the City has been developed and updated over the years in accord with guidelines from the State Office of Emergency Services for Alameda County. Basically, the EOP is a guide for manning and running an Emergency Operations Center (EOC) when activated in case of a declared emergency. The EOC, located at the City's Service Center or, alternatively, at Fire Station #4, would be staffed by specifically trained City personnel. It would oversee all the resources and activities needed to deal with the emergency until it is declared to be over. The mission of the City is to provide for the protection of life and property, evacuation, assist in the care of evacuees and the homeless, and in the restoration of normal functions within the city. The EOP contains specific plans for organizing and managing these activities, including designating evacuation routes. To this end, periodic mock drills are held by activating the EOC to insure all personnel receive training in emergency preparedness.

Since San Leandro is in an area of frequent and unpredictable seismic activity, the chances for an emergency situation caused by an earthquake are higher than normal. For this reason, the "Earthquake and Evacuation Plan for the City of San Leandro" was adopted by the City Council in 1976. This plan is specifically for the area below the Lake Chabot and Upper San Leandro dams. Between 50,000 and 70,000 people in the City could be affected by blockage of all north/south traffic arteries. Most of the city would be within the potential flood zone. The likelihood of dam failure has been substantially reduced since the dams have been reinforced, but there will always be some risk.

## NOISE

Central to understanding the control of noise as a potential hazard is the concept of noise conflicts. Noise conflicts occur when there is a juxtaposition of a noise source and a noise sensitive land use or activity. The seriousness of the conflict depends on the nature of the noise source, the distance between the source and the receiver and the noise sensitivity of the receiving land use or activity. Reduction of noise conflict is the goal of the City's noise control efforts.

## Major Noise Sources

Major noise sources in San Leandro include:

- Transportation sources: freeway and arterial traffic, railroads, rapid transit, aircraft of all types;
- Construction and maintenance equipment;
- Industrial plants;
- Commercial equipment;
- Various domestic sources: lawn equipment, power tools, home appliances, audio equipment, pets, raised voices.

By far, the most troublesome and most difficult to mitigate are transportation sources. The Nimitz, MacArthur and Castro Valley Freeways, truck routes, aircraft overflights, railroad lines and BART cause severe noise conflict situations. (See Map 8.) In the case of most transportation noise sources, local jurisdictions have limited authority and local action is often limited to advocacy of state and federal noise control programs.

With respect to aircraft noise, the Alameda County Airport Land Use Commission has mapped the projected noise contours for the Oakland Airport, based on projected future activity of 4 million annual passengers (m.a.p. 7D). The 65 CNEL contour, the level above which residential use and other noise sensitive uses are normally unacceptable, touches the western shoreline but does not impact any noise sensitive area within the City. Should air traffic increase beyond the 4 million m.a.p. level without offsetting reductions in aircraft noise levels impacts could significantly affect sensitive land uses.

## Noise Sensitive Land Uses

Sensitive land uses are those in which normal activities associated with the land use are incompatible with high noise levels. With residential use, noise may interrupt sleep, interfere with conversation or otherwise intrude into home life. Other noise sensitive uses include hospitals, nursing homes, schools, churches, libraries and assembly halls. In some cases, parks and recreation areas and office uses may be noise sensitive.

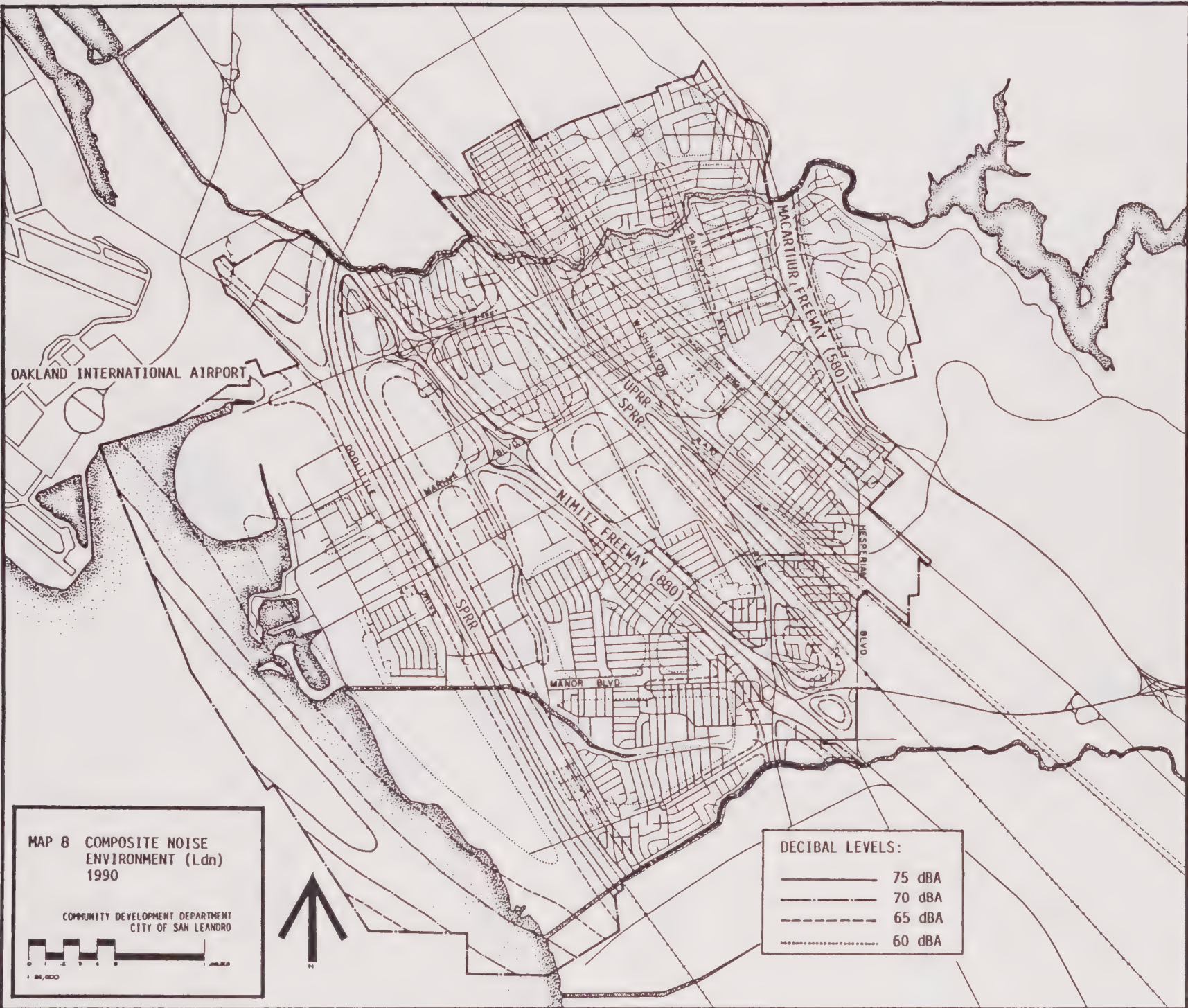
## Resolving Noise Conflicts

Abatement of noise problems can be accomplished in three general ways:

- Reduction or removal of the noise source;
- Interruption or modification of the source-receiver path; or
- Protection of the noise receiver.

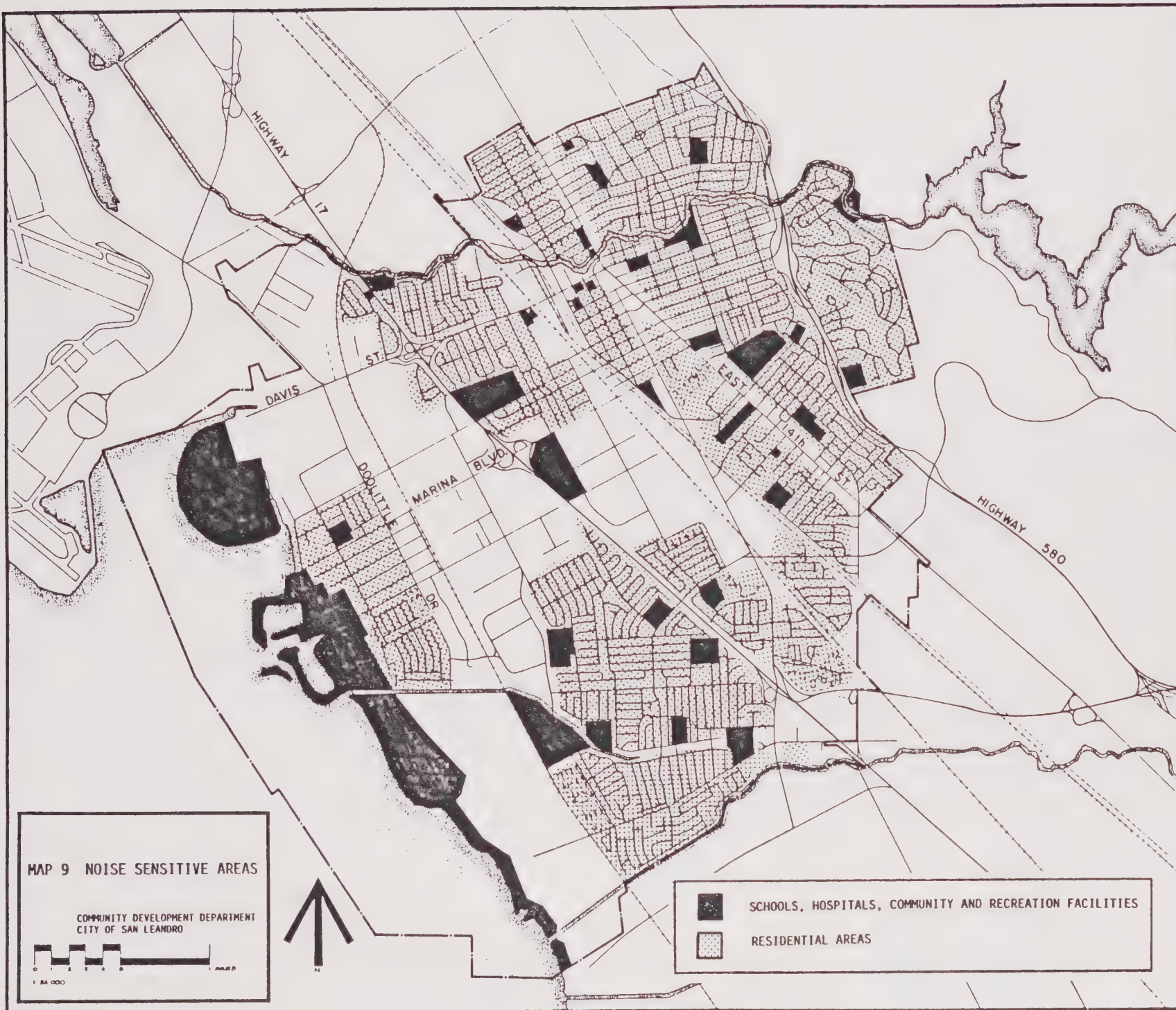






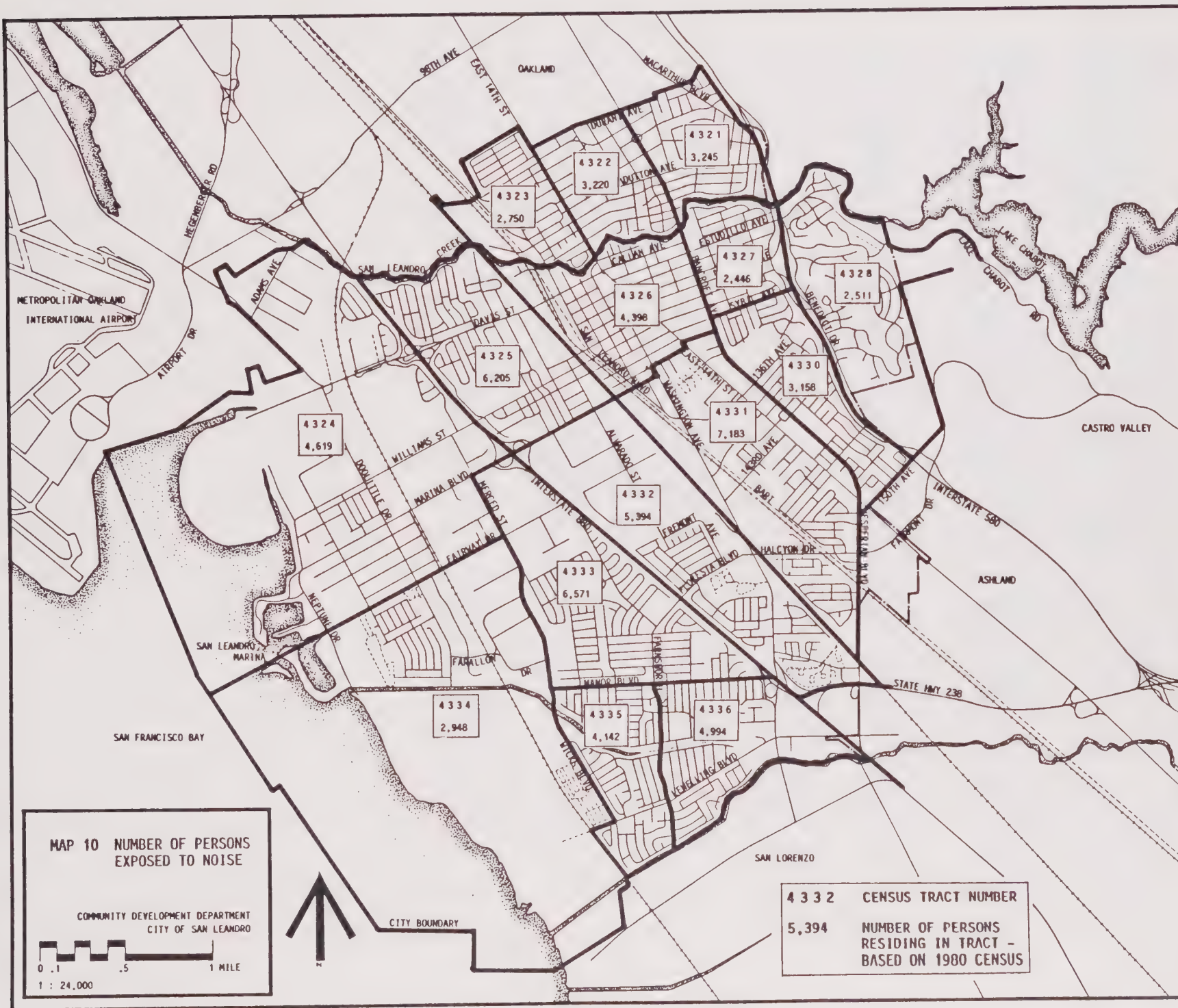
















Noise source control may include reducing the noise output of the source by screening or replacement of equipment, moving the source to a less sensitive location, regulating the time in which the source is in operation, or stopping the operation of the source. In general, Federal and State standards and regulations are aimed at control of noise at the source.

Source-receiver path control is accomplished by deflecting or absorbing sound through the use of barriers. Although they are relatively expensive, noise barriers are often an effective means of coping with severe noise conflict situations such as protecting noise sensitive uses adjacent to freeways or rail lines.

Noise receiver control involves site planning to protect sensitive uses, insulation and building design, and appropriate land use planning to keep sensitive land uses away from noise sources.

The City's overall noise control program includes all three of these general approaches, as appropriate in each situation. Although there are some situations in which little noise reduction is possible, in general the potential for some degree of noise conflict resolution is substantial at relatively low cost.

The single most beneficial noise reduction program in San Leandro is the construction of sound barrier walls along major transportation route noise sources. Caltrans has constructed one segment along the Nimitz Freeway (I-880) and has a long range program for additional sound barrier wall construction. The City has used Federal Housing and Community Development Act (HCDA) funds for some wall construction and will construct additional sound barrier walls as part of the major Davis Street improvement program. Sound barrier walls and other mitigation, such as special construction, have been required in conjunction with approvals of development which have noise conflicts.

The Noise Supplement Appendix to this General Plan contains additional technical information regarding the nature of noise, noise measurement, noise mitigation techniques, and noise sources and conflicts in San Leandro and existing programs to reduce and control noise.



## CITY GOALS AND POLICIES RELATED TO HAZARDS

### Overall Goals

It is obviously not possible to live in the San Francisco Bay Area and not be exposed to some degree of risk, either natural or man-made. The real issue is how to manage or reduce risk. The City's overall goals in this area, therefore, are:

- To provide security and reduce or control risks so that people who live or work in San Leandro are reasonably free from worry over the safety of their persons or property.
- To maintain preparedness to respond to significant threats.
- To continuously monitor changing conditions which alter either the nature of hazards or ways to respond to them.

Most of the policies listed below will relate to the Key Issues for the Future relating to security, but some policies also relate to other issues.

### Key Issues for the Future

- A) Neighborhood and Land Use Integrity
- B) Community Cohesiveness
- C) Appearance and Identity
- D) Security
- E) Social and Cultural Life
- F) Economic Vitality and Opportunity

### Policies

- |         |    |  |
|---------|----|--|
| D       | 1. | Increase community knowledge of known or suspected natural and man-made hazards through use of the City Newsletter, public media and other techniques.           |
| D and F | 2. | Work with other agencies to maintain a high level of community disaster preparedness in order to provide appropriate emergency response to disaster occurrences. |
| D and F | 3. | Establish and maintain a multi-hazard response plan for coordinating operations following any major emergency or disaster.                                       |



- |         |     |  |
|---------|-----|--|
| D and F | 4.  | Require investigation of soil conditions prior to construction of private and public projects in order to determine the nature of soil, seismic or toxic material problems, if any, and to undertake appropriate mitigation.   |
| D       | 5.  | Require new or substantially rehabilitated structures to be constructed or structurally upgraded to withstand ground-shaking forces of a minor earthquake without damage, of a moderate earthquake without structural damage and of a major earthquake without collapse. |
| D       | 6.  | Where economically feasible, require existing structures which will be hazardous in the event of an earthquake to be brought into compliance with appropriate seismic safety standards.  |
| D       | 7.  | Revise and update construction codes and regulations so as to incorporate the latest available information and technology to reduce threat of fire, crime or damage from natural disaster.   |
| A and D | 8.  | In the event of a major earthquake or other destruction disaster, prepare plans for reconstruction which recognize the opportunity to eliminate or reduce previous risks or deficiencies in land use or circulation.   |
| D       | 9.  | Require provisions in building design and site plans to allow emergency personnel to respond quickly and for persons in danger to escape.  |
| D       | 10. | Provide a traffic circulation system which provides adequate access for emergency vehicles and adequate alternatives for evacuation in the event of an emergency.  |
| D and A | 11. | Increase coordination, joint planning and response among City departments (especially Fire, Police and Public Works Services) to handle spills or other release of hazardous or toxic materials consistent with State law.   |
| D       | 12. | Evaluate the risk potential of a rising sea level and develop appropriate response programs to protect public and private property affected by it.   |
| D       | 13. | Restrict structure height and land use in the Oakland North Airport Safety Zone as designated by the Airport Land Use Commission.  |
| A and F | 14. | Undertake efforts to reduce high noise levels in noise sensitive areas and to protect sensitive areas from noise sources.  |
| A       | 15. | Discourage or deny approval for noise sensitive land uses in areas with high noise levels which cannot be effectively reduced or mitigated.  |

- A            16. Maintain information on noise levels and noise problems in San Leandro.
- A            17. Encourage efforts at the regional, state and federal levels to regulate noise sources and mitigate noise impacts.
- D            18. Adopt safety programs which are consistent with other policies in this plan.





# NATURAL RESOURCES & ENERGY



Hudson Lumber Co. at Williams St.  
and San Leandro Blvd., 1912.





# NATURAL RESOURCES AND ENERGY

## OVERVIEW

San Leandro has major natural resources that must be conserved to protect the environment and to enhance the quality of life for its citizens and citizens of the entire area. All of these resources are important in that they affect every facet of daily living, and the significant degradation of any one of them would be very serious and, in some cases, could be life threatening.

These resources include:

- Water
- Soil
- Air
- Energy
- Plant, Fish and Wildlife
- Open Space

The City is concerned with the fragility of its natural environment. This Plan, therefore, includes policies and actions to mitigate adverse environmental impacts arising from over-consumption or abuse of natural resources.

Implementation of these policies should prevent the loss or degradation of these valuable natural resources in San Leandro.

## WATER RESOURCES

Water and its availability tend to be taken for granted. Turn on the tap and there it is. Sometimes this casual attitude changes, as in the drought of 1976-1977 when water became a more precious resource - but when the emergency is over conservation efforts decline. As is shown in Figure 1, the very effective water conservation efforts during the drought have been significantly eroded and per capita water use is almost back to pre-drought levels. This suggests that renewed effort to conserve water is needed.

To fully appreciate this resource, it is important to understand first where San Leandro gets its water (Map 11).



San Leandro gets almost all of its water from the Sierra Nevada snow pack. In 1929, the East Bay Municipal Utility District (EBMUD) built Pardee Dam in the Sierra foothills to capture and store the melting snow, and the Mokelumne Aqueduct was built to transport the water to the East Bay. Some of the water is then diverted to Upper San Leandro Reservoir and Lake Chabot Reservoir. When the capacity of the latter is reached, the run-off is allowed into San Leandro Creek and subsequently the Bay.

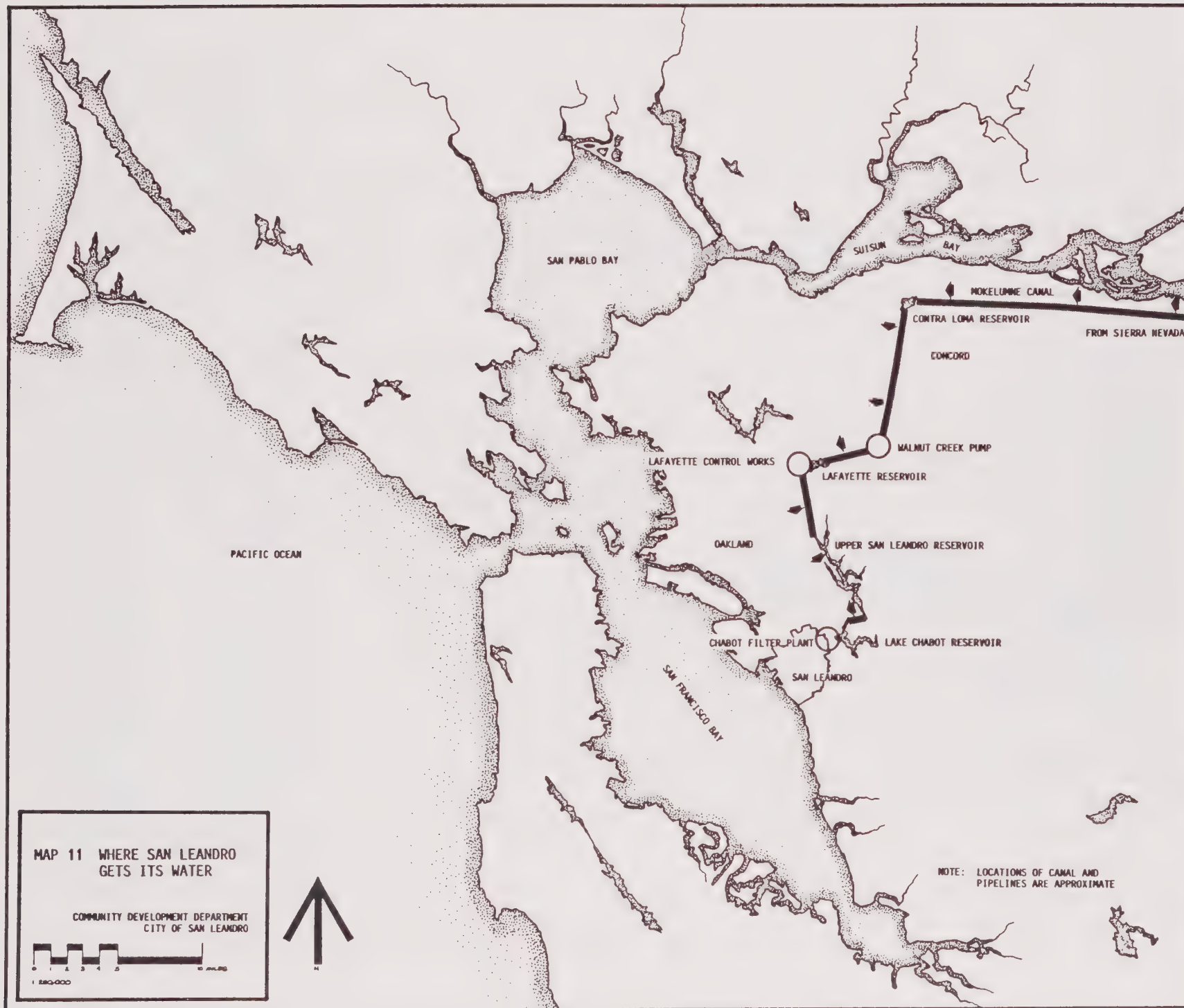
The Bay Area is fortunate to have both lower water consumption and lower service rates than most of California. Consumption in 1984 was just under 200 gallons/capita/day while rates for typical residential use (1,000 cubic feet per month on a 5/8" meter) were just over \$100 per year in 1984.

Whether a wet year or a drought year, conservation of this vital resource is important. Also, since energy is required to pump water from EBMUD aqueducts to storage reservoirs, saving water reduces energy consumption.

#### Water Quality

The water coming through San Leandro's taps from the Sierra Nevada is relatively free of salts, chemical pollutants or organic wastes. When compared to other water districts within the State, EBMUD's water quality is excellent.

Besides the water of Lake Chabot, which is also used for recreation under a lease operation with the East Bay Regional Park District (EBRPD), San Leandro has other bodies of water: San Leandro Creek, Alameda County Flood Control Channels, and San Francisco Bay. The creek and the channels have water in them only in winter, when rains are heaviest. Dumping of debris and storm water run-off from streets and paved areas into the creek and channels make the quality of this water poor by the time it reaches San Francisco Bay.







**FIGURE IV - 1**  
**WATER CONSUMPTION - Gallons Per Capita Per Day (GPCD)**  
**East Bay Municipal Utility District**

Year	GPCD (Fiscal Year, except as noted)
1923*	70.4 (calendar year)
1930	76.2 (calendar year)
1940	83.3
1950	118.0
1960	155.9
1970	205.4
1971	198.3
1972	206.3
1973	204.0
1974	201.4
1975	201.7
1976	213.1
1977	173.0
1978	131.0
1979	168.0
1980	174.0
1981	182.0
1982	177.0
1983	178.0
1984	197.0
1985	(data being revised)
*Year E.B.M.U.D. established.	
SOURCE: E.B.M.U.D. - Public Information Office	

The water quality of San Francisco Bay is also poor in some areas although there has been great improvement in recent years, due to the efforts of the Regional Water Quality Control Board (RWQCB), the Bay Conservation and Development Commission (BCDC), several nonprofit conservation groups and an ever-increasing number of concerned citizens. This situation has the potential to reverse again if continued efforts to keep the Bay clean are not maintained.

Immediately offshore of San Leandro the water quality needs improvement. Although the effluent discharged from the City's Water Pollution Control Plant (WPCP) through the East Bay Discharger's Authority outfall meets all State pollution standards, untreated storm water and run-off and other discharges still cause some pollution problems. In the Marina basin, the water quality

should be monitored closely. Berthers are required to follow federal and state regulations that forbid discharge of sewage into the water but enforcement of these regulations is difficult and compliance is less than perfect. New boats are equipped with holding tanks but older boats should be required to be retrofitted with holding tanks within a reasonable period of time. In time, these waters should be much cleaner than they are now.

### Groundwater

There is a limited supply of water in the groundwater system underlying San Leandro. This water is contained in scattered, unconnected lenses of various sizes making its availability and yield at any particular location uncertain. Quality is also variable and most well water is usable only for irrigation, cleaning, etc. and not for human consumption. There are a few large wells serving local industries, and a few hundred small residential wells. Wells became popular during the 1976-1977 drought, but the costs of pumping and contamination controls have reduced enthusiasm for them. The ACFCWD has control over drilling, use and abandonment of wells within the city and county.

### Water Reclamation

South of the Water Pollution Control Plant is the extensive shoreline recreation area, including Marina Park and the Marina and Tony Lema Golf Courses. West of the WPCP is the former Oakland Scavenger landfill now being converted to the Oyster Bay Regional Shoreline Park by the EBRPD. North is the City of Oakland's Galbraith Golf Course. These contiguous recreation facilities provide the opportunity for using a large amount of the treated wastewater effluent from the treatment plant for irrigation if it can be safely and economically reclaimed.

Reclamation is an enlightened approach to water quality management since it calls for beneficial reuse of an essential element. The City is in a good position to undertake a program of wastewater reclamation for reuse in landscape irrigation for the recreation areas in the vicinity. At the present time the reclamation process is not yet feasible from a cost standpoint. When it does become feasible, the shoreline recreation areas will provide an ideal opportunity for irrigation re-use. The City's recently completed Tony Lema Golf Course irrigation system has been designed to permit use of reclaimed water.

### Development, Utilization and Conservation of Water

The EBMUD, which includes San Leandro, has responsibility for the development of water supplies for San Leandro and all of its service area in Alameda and Contra Costa counties. Their efforts are devoted primarily to developing storage reservoirs and an effective distribution system (part of which is shown on Map 11). The District also is responsible for providing water within its district and controls all water service connections.

Water conservation is an important responsibility of the District but is also an area in which the City can play a role. Landscaping irrigation is a major water user but there are techniques to reduce water needed for landscaping. The City has required low water use and drought resistant plant material and time controlled water saving irrigation systems as a condition of development approvals. It has also sought to incorporate these techniques in its own planting. It has designed irrigation for the Tony Lema Golf Course so as to use reclaimed water when that can be done safely.

## SOIL RESOURCES

There is very little land in San Leandro that might be reclaimed since most of the land is above high-tide level and has been used for agricultural, industrial and residential uses for many years. However, near and off the shoreline are about 2,500 acres of tideland and marshlands (Map 12). Over 2,000 acres, mostly offshore, are publicly owned and of this about 600 acres have been reclaimed as land for recreational use. Some of this area has been raised above the flood level with spoils from dredging in the Marina, while the two golf courses and Oyster Bay Regional Park have been raised and contoured by earlier temporary use as rubbish or garbage fill areas. The remainder is permanently dedicated as public open space in its natural state. Most of the privately-owned acreage is wetland and upland located behind old dikes and in a single ownership (the "Roberts Landing" area). The future of this area is discussed in greater detail in the Land Use section of Part V of the General Plan. Preservation and enhancement of the wildlife habitat portion of this tract as mitigation for any development of the remainder will be worked out through the environmental review and development approval process.

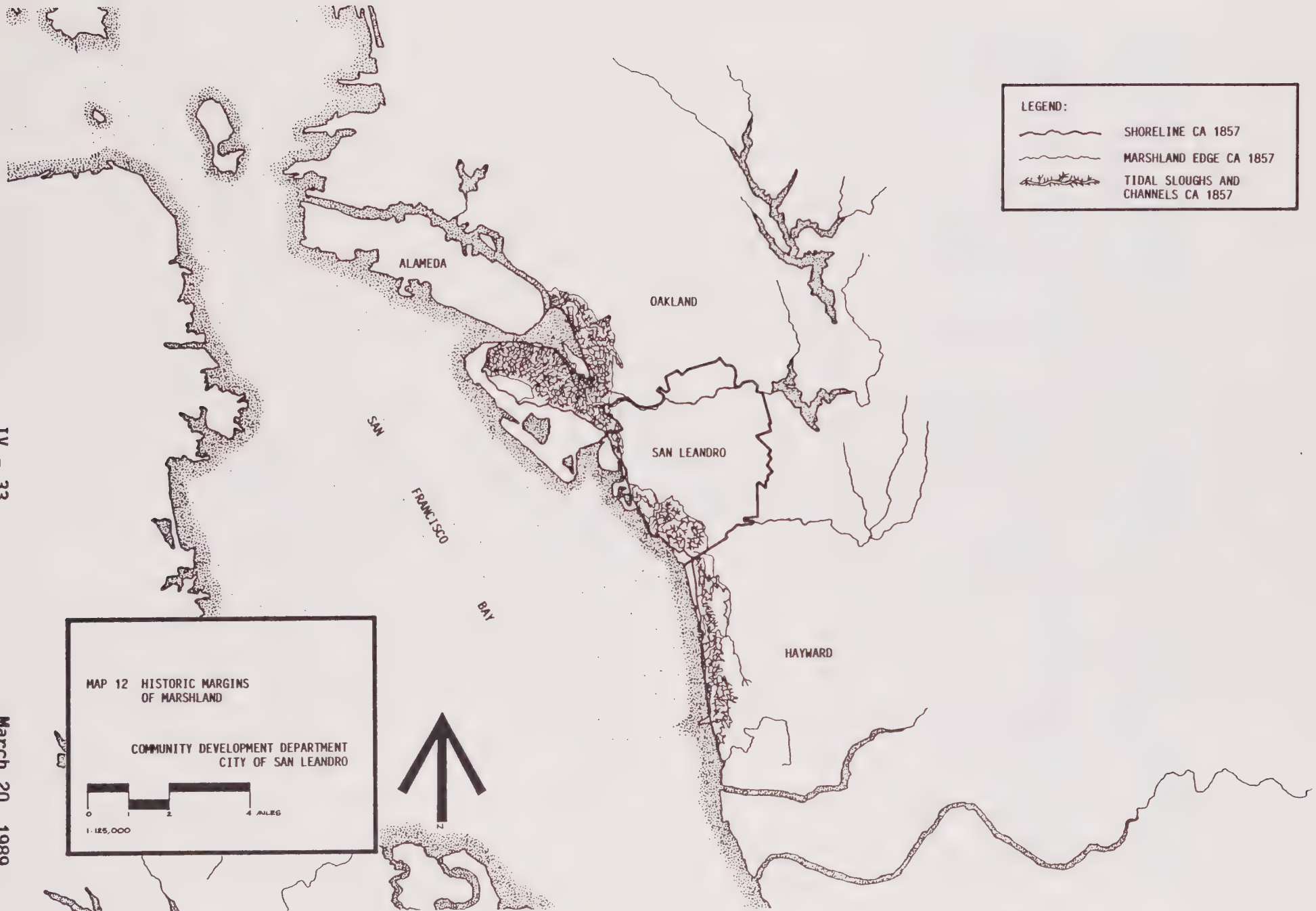
Erosion control in the City is administered by the City's Community Development Department. Erosion of natural and artificial slopes in the foothills is prevented by the regulation of subdivision and land development plans through the Subdivision Ordinance and the building permit process.

Erosion control in San Leandro Creek is primarily the responsibility of the ACFCWD. Improvements proposed in, over, or adjacent to the Creek must be acceptable to that agency before a permit can be issued for construction.

Control of erosion of the San Leandro shoreline is primarily the responsibility of the City since nearly the entire shoreline is owned in fee by the City. However, any work comes under the permit jurisdictions of the Army Corps of Engineers and BCDC, with approval also necessary in some instances from the RWQCB. Areas subject to flooding from high tides are protected by rip-rapped earth dikes.









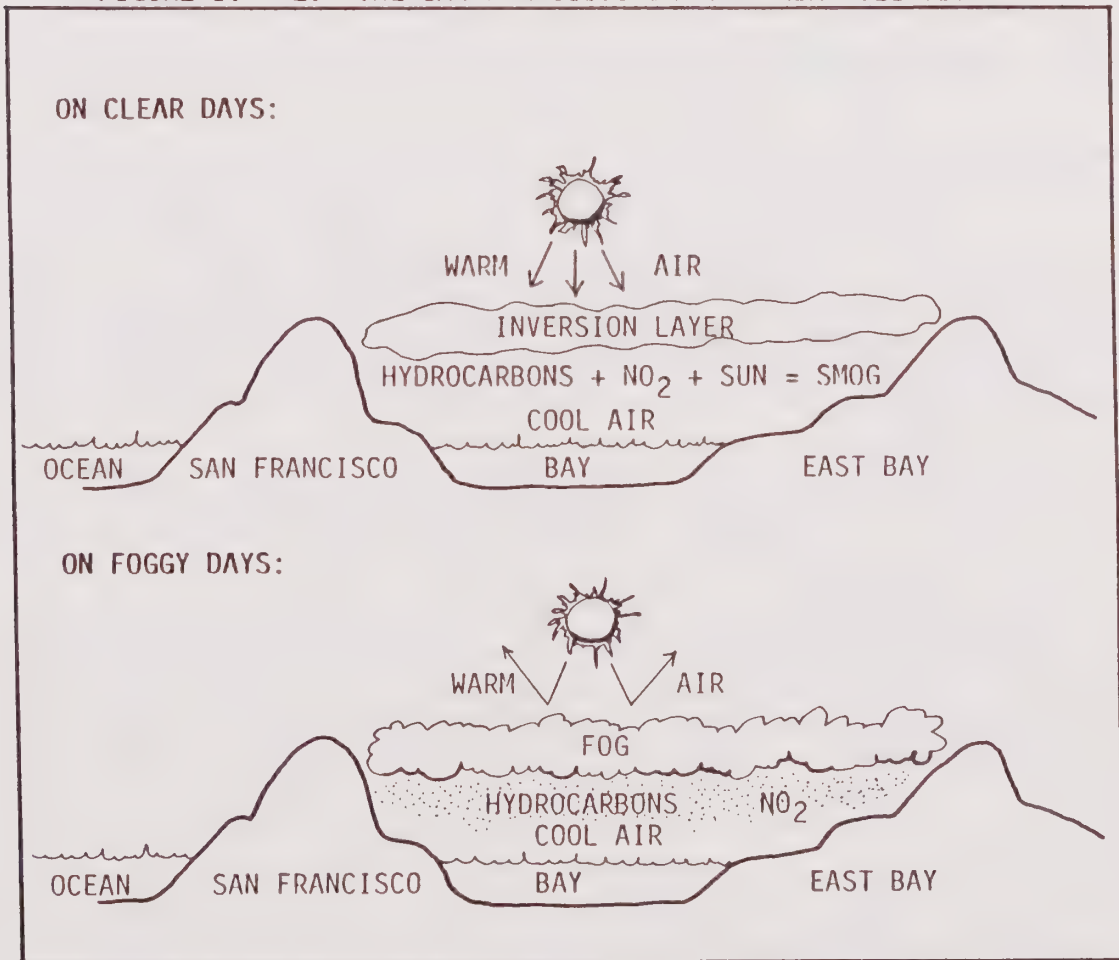


## AIR RESOURCES

San Francisco Bay and the surrounding shoreline and plains form a large shallow basin ringed by foothills. This topography is ideal for trapping and accumulating air pollutants. The amount of pollutants present at any given time changes from day to day, season to season, depending on the weather.

The Bay Area is considered to have a Mediterranean-type climate with cool, moist winters and warm, dry summers. San Leandro is no exception to this general weather pattern. The winters are cool and wet with 90 percent of annual precipitation occurring between November and April. Frosts are rare. The summers are mild with fog or wind. The fog comes in during the night, interposing a cooling and humidifying blanket between the sun and the earth, and reducing the intensity of light and percentage of possible sunlight. The fog usually burns off by mid-morning, and a westerly wind rises by early afternoon.

FIGURE IV - 2: THE SAN FRANCISCO BAY AND AIR POLLUTION



Within this general pattern, there are two weather zones corresponding to San Leandro's topography:

- The foothills are characterized by thermal belts (slopes from which cold air drains) making the hills warmer than the plain, although in winter the ridges can be much cooler. The weather is determined by the ocean influence about 85 percent of the year and by the eastern inland valleys about 15 percent of the year.
- The plain and shoreline are dominated by the ocean 98 percent of the year and by the inland valleys only two percent of the year. The average annual temperature is lower than in the hills, but the extremes in temperature are not as great.

Air pollution is at its worst on sunny, warm, windless days, usually between May and October, the Bay Area's smog season.

FIGURE IV - 3: CLIMATOLOGICAL DATA FOR SAN LEANDRO					
Latitude: 37°43' Longitude: 122°10'					
	March	June	Sept.	Dec.	Annual
Average Daily Temperature:					
High (F°)	60	69	72	56	64
Low (F°)	47	55	57	44	51
Wind:					
Speed (mph)	9	10	8	7	8
Direction	W	W	WNW	E	W
Precipitation:					
Average (in.)	2.3	.1	.2	3.6	18.7
Humidity:					
Average (%)	74	77	75	77	76

Air pollution is caused by pollutants which occur in two forms, particulate matter and various gasses. Particulate matter can be natural, such as pollen, brush fire smoke, volcanic ash, windblown dust, sand and sea spray, or it can be man-made such as industrial dust, smoke from all types of fuel burning and lead from vehicle exhaust. It may seem difficult to believe, but in the recent past approximately ten tons of lead were emitted daily in the Bay Area, primarily along commute arteries. Fortunately, this figure is dropping sharply as unleaded gasoline becomes more widely used and Federal standards for lead content of gasoline are made more stringent.

There are many gasses, all the result of man's activity, that contribute to air pollution. Those for which pollution standards have been established by regulatory agencies include:

- Carbon monoxide (CO) is an odorless, invisible gas that can affect people's health when high levels are reached.
- Sulfur dioxide (SO<sub>2</sub>) comes primarily from burning fossil fuels such as oil and coal.
- Nitrogen dioxide (NO<sub>2</sub>) is a brown-colored gas that gives smog its dirty color. Most nitrogen dioxide comes from vehicle exhaust.
- Hydrocarbons are released into the air when fuels are burned or evaporated.

In addition, there are many gasses and chemicals released into the air for which no standards have been set, usually because amounts released are small or they are seldom encountered or their health impacts are not known. Some of these gases and chemicals, however, may pose serious problems. Freon, for instance, released by various industrial commercial activities such as auto dismantling.

Most of the Bay Area pollution comes from vehicle exhaust. About 95 percent of the Bay Area's carbon monoxide, about 61 percent of the hydrocarbons, and about 46 percent of nitrogen dioxide comes from motor vehicles.

Air pollution has many effects on the environment - none of them good. Smog and manmade particulate matter cause visibility reduction. On very smoggy days the foothills are hard to see from East 14th Street in San Leandro. Air pollution affects buildings by darkening paint, causing stone and concrete to deteriorate, and cracking rubber and plastic. Plants are extremely sensitive to the pollutants. Flower and foliage discoloration, bloom failure, plant malformation, leaf, needle and fruit drop, failure of crops to ripen and a decrease in crop value are all symptoms of pollution.

The most serious effects are on human health. Everyone has experienced stinging and watery eyes on smoggy days. But there are more serious symptoms; respiratory problems, headaches, fatigue, depression and lower resistance to disease are generally considered to be effects of air pollution. People with severe health conditions affecting their lungs may suffer life-threatening effects during extreme pollution.



Air pollution in the Bay Area is generally not as serious as in many other areas of the State or country such as the Los Angeles basin or the heavily industrialized coal and oil-burning East Coast. The weather patterns protect the Bay Area from long periods of heavy pollution. These patterns also protect San Leandro to an extent, but by having many industries and major commute arteries, the city is impacted more than some Bay Area communities.

The air quality trend in the Bay Area has been one of gradual improvement. The Federal government has set standards for air pollution and in 1965 there were 25 days in San Leandro exceeding these standards. In 1984, there were only three days and it was considered a relatively poor year for air quality. This trend will continue as long as automobile emissions are controlled, unnecessary travel is eliminated, and public awareness of air pollution and its hazards is kept at a high level.

In terms of the development policies contained in this General Plan it is important to focus on specific approaches the City can take to improve air quality. Since the City has limited ability to regulate pollution sources, whether vehicular or stationary sources, it must focus on land use related actions. Actions that can be taken to make development less auto-trip oriented are described below.

In reviewing and approving any proposed large traffic generator, an EIR will be required to analyze the air pollution generating potential of the development and the expected impact on the existing air quality in the vicinity of the development and the region. This EIR should include evaluation of existing local air quality, expected generation of pollutants, prevailing winds at the point of generation and potential for pollutants from other areas in subject area. As a result of this analysis, special conditions may be appropriate to minimize any adverse impact of the development, such as heavy landscaping to absorb carbon monoxide (CO), removal of obstacles to good wind dispersion, and so forth.

Major employment centers and regional shopping facilities should be located near express transit systems, developed at high density to provide transit patronage and should provide for shuttle service from the express transit system if that will significantly increase transit patronage. Major developments also may be required to provide direct financial assistance to encourage transit use plus other features such as transit stops, loading areas, attractive and convenient shelters, maintenance, etc., as appropriate, and to provide a good physical relationship between transit stops and the developments to be served. Transit stops should be integral, functional parts of the land development plan, not add-on afterthoughts.

In order to reduce trips, especially high polluting short "cold start" trips, development should provide services within easy walking distance, e.g., banking, child care, restaurants, etc.

New commercial or employment development which is not located so as to reduce vehicle miles traveled should be carefully reviewed and that factor, unless

balanced by other important fiscal or economic benefits, may be sufficient to reject the development as inappropriate.

Although primarily intended as a means of reducing vehicle trips and consequent traffic impact, new development should be required to implement feasible transportation systems management (TSM) measures as discussed below in the Traffic section of Part V, since traffic reduction also reduces adverse affects on air quality.

In residential areas, higher densities should be limited to locations near necessary community services or adequately served by express transit systems and other public facilities. Low-density development should be discouraged or prohibited in areas appropriate for higher densities.

As with non-residential development, major residential developments should provide transit stops, loading areas, convenient and attractive shelters, maintenance, etc., as appropriate, and provide a good physical relationship between transit stop and the development. Convenient recreation, open space and where feasible, resident services such as laundry facilities, child care, and convenience shopping should be provided to help reduce "cold start" trips.

In addition to the above land use related actions, the City can also work with providers of transit services to improve their convenience, quality and attractiveness. Coordinating transit service with land use and street improvements, assisting in route planning and improved passenger amenities (buses and shelters) in the public right-of-way are ways the City can encourage transit use and trip reduction.

## ENERGY RESOURCES

The United States and the entire world are faced with the probability of future shortages of energy. Why this exists is complex, but basically there are four reasons:

- We depend on traditional sources of energy. Most of these sources are fossil fuels, the use of which is non-reversible and limited in supply;
- Energy demand in this country, and the world, is increasing;
- Much of our petroleum and gas must be imported and its cost and availability is, therefore, subject to international political and economic forces;
- We have been slow to realize that alternative energy resources have to be developed, and most are still far away in time.

In 1988, the overall world energy picture is still one of shortage although petroleum stocks are comparatively higher than in the recent past. The energy situation is not far from a critical level and either a sudden drop in supply or the pressure of long term demand increases can push it over the edge. In the long term there is no question that energy availability is a major problem and energy conservation is an essential requirement. The policies included in the



General Plan respond to that long term problem and the possibility of future crisis.

This section of the Plan attempts to deal with the long term energy shortage as it affects the Bay Area in general, and San Leandro in particular, by assessing the dependence on traditional energy resources now and in the future. This section also offers alternatives to these traditional resources both on a regional level and a local level.

### Traditional Energy Resources

Since San Leandro does not have its own traditional energy resources, the city depends on regional supplies of energy for home, work and transportation uses. There are three primary "traditional" resources of energy. These are: (1) hydro- and steam generated electricity; (2) natural gas and (3) various petroleum-derived fuels.

### Alternative Energy Resources

In spite of lower use patterns, the costs for traditional energy resources continue to rise, and supplies remain undependable in the long term. This trend will continue, at least until alternative energy sources are available and cost competitive. Some of these alternative resources are feasible for the Bay Area, and are described below. While no single source will alleviate the energy crisis, a combination of methods could assure adequate supplies. The main concern is to replenish the supplies with minimum cost to society and the environment.

- **Coal:** Not since the early 1900's when coal was mined in Contra Costa County has it been considered an energy resource for the Bay Area, but today more interest is being shown in coal. Two ways of using it are gasification, converting coal into gas, and using coal slurry to produce a synthetic fuel. Significant use of coal, however is not likely within the next 10 to 15 years.
- **Biofuels:** There are two types of biofuels. Biomass is the technique of using organic industrial wastes as fuel. The other type is gathering methane gas from municipal solid waste and organic waste. This gas can be burned cleanly to make steam. There is a methane recovery system at Oyster Bay Regional Shoreline in San Leandro that draws methane from the former Oakland Scavenger land fill for use by nearby industries.
- **Alternative hydro-generated power:** PG & E is using or planning various alternative hydro-generated power plants. Pumped-storage is a method of recycling the water used to power the turbines in a hydro-electric plant. A major pumped-storage project on the Kings River has recently been completed. Small hydro-plants at dams, canals, etc. are also being proposed and developed.
- **Combined Cycle and Co-Generation:** A combined cycle power plant is a combination of a jet engine and a boiler that allows more efficient use of oil, natural gas or coal-derived gas as a fuel. Co-generation is the cooperative production of power using steam, waste heat or byproducts from



industrial plants to drive electric-turbine generators. Various applications of this concept are in the planning or implementation stage in the Bay Area, including development of a methane fired co-generation facility at the City's Water Pollution Control Plant.

- **Wind:** Generating power from the wind on a large scale has become feasible with advances in technology and favorable tax considerations. PG & E and others are investigating sites in its service area to construct wind generators and a large number of windmills have been installed in areas such as the Altamont Pass in Alameda County. Based on experience to date, PG & E will have substantial amounts of wind-powered generating capacity in Northern California by 1990.
- **Nuclear:** In spite of the great controversy surrounding the safety of nuclear power plants, nuclear power is still an available alternative for future energy needs. PG & E has completed the 2.2 million kw Diablo Canyon Nuclear Plant at San Luis Obispo and it has begun supplying power to the PG & E system and there are a few other nuclear energy plants serving California and the West.
- **Solar:** There has been much done in the field of small scale solar energy and use of active and passive systems is increasing. With advancing technology, large scale solar energy is becoming feasible. Private industry is designing power plants to convert solar energy directly into electricity using solar cells and to use solar energy to create steam to generate power.
- **Electric batteries:** With gasoline prices getting higher, more people are looking to electric batteries to power vehicles. The technology is still being developed to make electric cars practical, but they may become more widely available if the technological problems are overcome.
- **Gasohol:** Gasohol, a fuel derived from combining gasoline and alcohol, is available now to power vehicles. There are currently some gasohol stations in southern Alameda County, but it is still a minor component of the overall gasoline market.
- **Refuse:** As already noted above, methane from garbage fill areas is being used as a fuel in San Leandro now. In addition, burning refuse or a refuse derived fuel (RDF) to generate power is a potential source of energy from refuse. There are many environmental and land use concerns associated with this power source. If they can be satisfactorily resolved, power could be provided from refuse now placed in a landfill. Possibilities of locating a refuse fired power plant at suitable site are being explored by the Alameda County Solid Waste Management Authority.
- **Transportation Systems Management (TSM):** This refers to an array of techniques developed primarily to reduce traffic but, as a consequence, are also effective in reducing energy consumption and adverse air quality impacts. TSM includes, but is not limited to, programs to increase use of mass transit and other high-occupancy vehicles such as car or van pools, incentives for use of bicycles and walking or means of

transportation not requiring fuel; staggering working hours or using flex time to reduce traffic peaking and congestion, etc.

### Alternative Energy Resources for San Leandro

As noted above, San Leandro does not have its own traditional energy resources, but it does have some possible alternative energy resources. While they cannot be a major answer to energy needs, they can fulfill at least a modest portion of those needs.

Using the sun's energy to heat and cool space and water is a concept used for centuries. Desert cultures have always used structural design principles to maximize the sun's energy. While the solar technology used today is certainly more sophisticated, the principles have remained the same. These principles can be used in building design and orientation, site planning, and landscaping to improve energy efficiency. A discussion of the major principles is included in the Appendix.

### Solar Access in San Leandro

No matter what type solar heating system is used, if the sun's heat cannot reach the collector, it cannot be used as an energy resource. There has to be solar access to make a system function. San Leandro is fortunate in its modest topography, temperate climate and moderate latitude. For most of the city, the solar access potential is good and this renewable energy resource can be exploited with reasonable ease.

Solar access is more readily available in some situations than others. In fact, it can change from block to block, lot to lot. Rather than try to assess each lot's solar access potential, it is simpler to have general guidelines of good solar access, and then to assess where San Leandro stands within these guidelines.

San Leandro continues to develop opportunities to increase use of solar energy as they arise. The Zoning Code, Building Code and street design standards should be continually updated to protect existing solar access and encourage new access.

### Energy Resource Conservation

Even without directly changing over to alternative energy resources, individuals can positively affect the energy problem by practicing energy conservation in their homes, at work and in their modes of transportation. The City encourages conservation in its own functions and facilities as well as in the residences and the businesses of San Leandro. By using wisely the resources available, energy supplies will last that much longer. In addition, energy conservation dovetails very closely with reductions in automobile traffic and improved air quality.

Some methods of conservation the City supports through various programs, policies or in principle are:

- In the home and at work

- . Weatherization
  - . Keeping thermostats set at low temperatures in winter and high temperatures in summer
  - . Using appliances at off-peak hours
  - . Recycling materials
  - . Using energy efficient lighting
  - . Using labor intensive methods in place of energy intensive ones
  - . Encouraging "mixed use developments" of compatible uses
- Transportation
- . Flexible time schedules for employees
  - . Car and van pools
  - . Mass transit
  - . Making fewer and shorter trips
  - . Bicycles
  - . Walking
  - . Fuel efficient vehicles
  - . Efficient traffic movement

The opportunities for energy conservation change as costs of various forms of energy change and with changes in technology. The City has an ongoing effort to monitor these changes and to adjust its energy conservation programs and policies accordingly.

#### FISH, WILDLIFE AND PLANT RESOURCES

San Leandro, on first impression, appears almost totally developed with few opportunities for diverse plant and wildlife habitats. In actuality, the planning area has a range of habitat types, allowing numerous animal and plant species to inhabit the area.

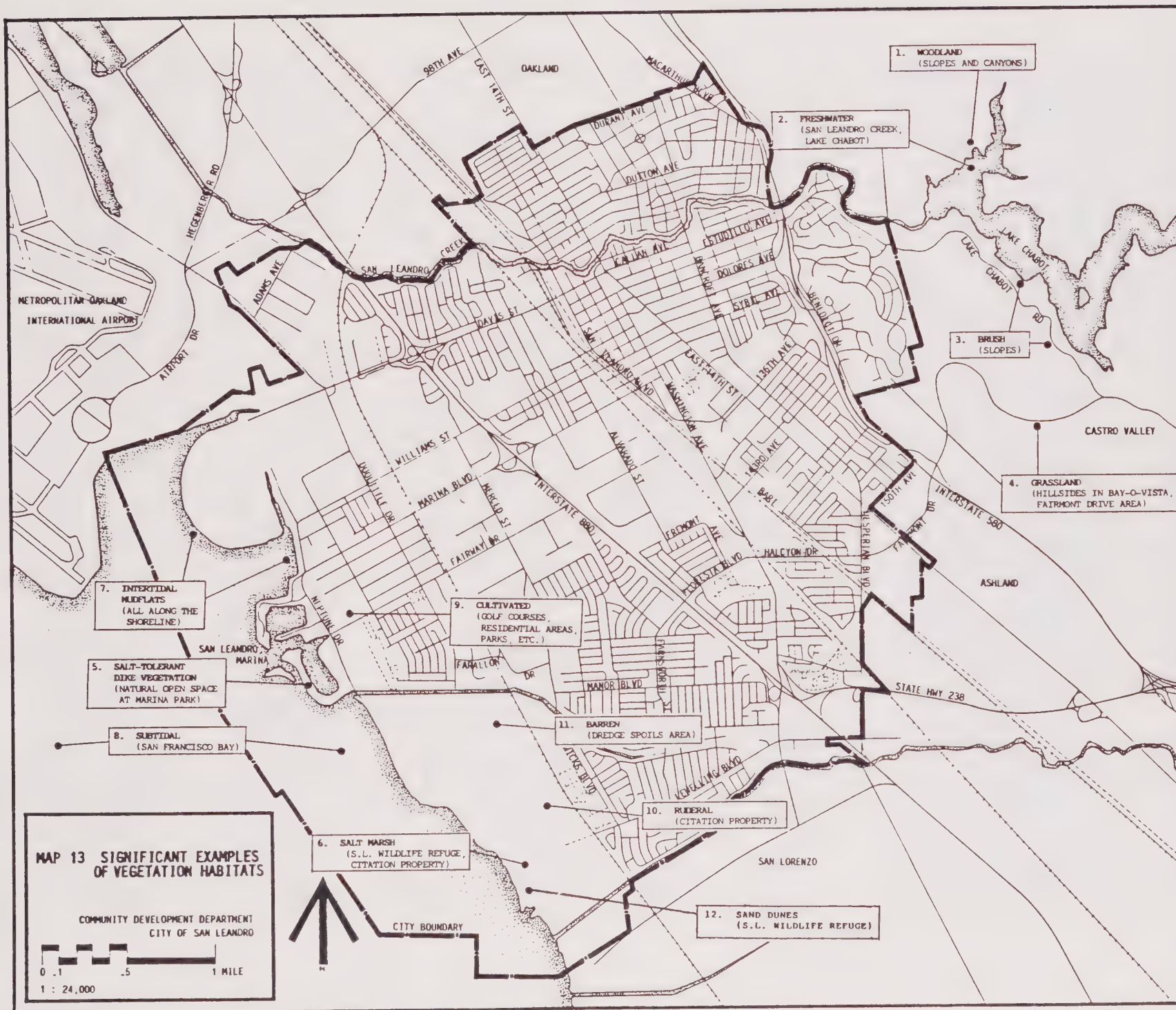
Basically, there are twelve major or significant vegetation habitats to be found here (Map 13):

1. Woodland
2. Freshwater
3. Brush
4. Grassland
5. Salt-tolerant dike vegetation
6. Salt marsh
7. Intertidal mudflats
8. Subtidal
9. Cultivated vegetation
10. Ruderal
11. Barren
12. Sand Dune

In these habitats there are resident animals, migratory animals (San Leandro is in the Pacific Flyway migration route), and animals that could be found depending on the season, how close the habitat is to another habitat, the frequency of a certain type of plant, and so forth. A brief listing of the major species, and











some rare or endangered species, that might be found in these habitats is contained in the Appendix.

### San Leandro Wildlife Refuge

Along the southern end of the San Leandro Shoreline on both sides of the mouth of San Lorenzo Creek is a strip of City-owned wildlife refuge (Map 13). Presently this area is unimproved, with limited public access. It has not been returned to a completely natural and protected salt marsh, sand dune and mudflat habitat area, but still has substantial bird and other wildlife. Large numbers of shorebirds frequent this area for feeding and nesting. The future use of this strip of bayshore as a wildlife area will be coordinated with the future use of the large adjacent parcel to the east (Roberts Landing), a significant portion of which is expected to be set aside as a wildlife habitat area in connection with any approval to develop the remaining portion.

### San Leandro Creek

San Leandro Creek rises in the Las Trampas Ridge, east of Oakland, and drains a 48-square mile basin before emptying into San Leandro Bay between the City of Alameda and the Oakland International Airport. Of the creek's total length, approximately four miles are within San Leandro.

The Creek has always been considered by the City and community as a valuable scenic and natural resource. As a fresh-water riparian habitat, it has abundant stands of mature laurel, willow and eucalyptus trees, banks of wildflowers and wild berries, and numerous species of aquatic and terrestrial animals.

Most of the creek is privately owned and is included in the adjacent properties along its length. A small portion of the creek flows through the Plaza 2 Redevelopment Area in downtown San Leandro and the City exercises some control over cutting of trees in that area. The creek comes under the jurisdiction of the Alameda County Flood Control and Water Conservation District. No development is permitted in the creek within the 100-year flood plain. It is the only drainage system within the City which is even partially in its natural state, as all other creeks, including San Lorenzo Creek, have been converted to concrete storm water run-off channels.

## **OPEN SPACE**

The State Legislature has placed particular importance on open space preservation and has provided in the State Planning Law (Article 10.5, §65560) that local General Plans shall include a local open space plan within a General Plan. The Legislation provides for four categories of open space which must be considered. In many cases, open space may fall into more than one category.

### Open Space for Natural Resources

This category concerns land and water to be preserved for the protection of natural resources, including plant and animal life and related habitat. In San Leandro, open space designated for this purpose includes all of the off-shore area of San Francisco Bay within the City (this water area is also owned by the City), the City-owned shoreline strip south of the Marina Park to the south City

boundary, a portion of the large land holding north of San Lorenzo Creek and west of the Southern Pacific Railroad (Roberts Landing) as necessary to mitigate development of the remainder, and San Leandro Creek from Lake Chabot Dam to the Nimitz Freeway.

All of the portion of San Francisco Bay within the City's jurisdiction, plus much of the shoreline, was acquired by the City through eminent domain proceedings in the early 1960's, prior to establishment of the Bay Conservation and Development Commission (BCDC). It was acquired for the purpose of protecting wildlife and to assure that the City's plans for development of virtually its entire waterfront as public open space would not be hindered by private bay fill development, which at that time was largely uncontrolled.

The open space for wildlife habitat designated preliminarily in connection with the Roberts Landing area is expected to be committed permanently, and substantially enhanced in value as habitat, as a condition of approval of development of the remainder of the Roberts Landing area. Development plans are currently (1986) in a preliminary stage. An environmental impact report incorporating this preliminary designation will be prepared in conjunction with that project.

San Leandro Creek remains in its natural state, for the most part, throughout the San Leandro portion of it. It has significant habitat value, including value as a wildlife migration route along which wildlife can move from one habitat area to another. The City is committed to its protection consistent with its role as an important storm-water run-off channel.

#### Open Space for Managed Production of Resources

This type of open space consists primarily of forest, range and agricultural lands and water areas necessary to commercial fisheries. San Leandro has no open space in this category other than the San Francisco Bay and shoreline areas which, as part of the larger bay area, help maintain the value of the Bay for commercial fishing. With the exception of portions of a few residential lots on the west side of Neptune Drive, all the water area within the City is owned by the City and is committed to open space.

#### Open Space for Outdoor Recreation

San Leandro's principal outdoor recreation space consists of the San Leandro Marina facility, related waterfront areas, the adjacent Marina Park, and Marina and Tony Lema golf courses. This large complex along San Leandro's central waterfront provides a wide range of park facilities plus restaurants, hotel, boating, fishing and waterfront access. It is connected by trail with the wildlife habitat area to the south and, if environmentally acceptable routes can be established, will be connected to the East Bay Regional Park District's (EBRPD) regional trail system extending southerly along the east shore of San Francisco Bay. Related to this marina area is the dredge material disposal area open space just to the east of the Tony Lema Golf Course, needed to assure a site for maintenance dredging for the marina.

The EBRPD has also acquired the 197-acre former sanitary land fill on the bay shore just north of the San Leandro Marina and has begun development of the site



was Oyster Bay Regional Shoreline, a large open space park with views of the Bay and Oakland Airport. EBRPD's other major nearby regional facility, Anthony Chabot Regional Park surrounding Lake Chabot, provides a major open area in the hills just to the east of the city. It helps define the urbanized area on the west side of the ridge from the open and suburban areas to the east.

In addition to these major open space areas, the City's neighborhood and community parks, schools and other facilities listed in Figure 14 also contribute an important part of the open space necessary within a built-up urban area.

#### Open Space for Public Health and Safety

The City's waterfront open space areas provide a compatible use on lands created from fill dredged from the bay, sanitary land fill such as at Oyster Bay, and rubbish fill such as the golf courses. This land is of very marginal quality for construction and open space use reduces risk.

A somewhat different problem exists in the open hill areas just east of the City. This land, which is owned by the San Leandro Rock Company, Alameda County and the East Bay Regional Park District has steep slopes and soils of questionable stability and is crossed by the Hayward fault. Very careful soils and seismic safety analyses must be performed before any development plan is prepared. Areas on or near the fault, steep slopes, and poor soils should be left as open space and any development carefully fitted around them. Also, the ridge top, which defines San Leandro's eastern visual boundary, should be left substantially unaltered.

#### Action Program

The City of San Leandro is committed to protection of the open space of the various types identified above. Because the amount of open space available cannot effectively be increased and need for open space will grow as development gradually intensifies, preservation is critical.

Specific actions to be undertaken include:

1. When and where appropriate, require new developments to provide permanent open space as a condition of approval.
2. Preserve the City's own open space and protect it from uses or activities which can intrude on or degrade its quality.
3. Work with other agencies, such as Alameda County, the East Bay Regional Park District, and Alameda Flood Control and Water Conservation District, to assure that open space areas in or near the City that are owned or controlled by them are preserved and protected.
4. Support acquisition and preservation of large scale regional open spaces essential to defining and balancing the heavily urbanized portions of the San Francisco Bay Area.



## CITY GOALS AND POLICIES RELATED TO NATURAL RESOURCES AND ENERGY

### Overall Goals

Although expansion of the San Francisco Urban Area has resulted in San Leandro becoming a largely built up urbanized area instead of the suburban fringe area it was at the end of World War II, it still has significant natural or open areas and is still dependent on clean air and water. In fact, its built up character makes the value and importance of natural resources greater.

In this regard the City's overall goals are:

- ° To prevent degradation of the quality of air, water and open space resources of the San Leandro area and to improve them to the extent feasible.
- ° To reduce the use of non-renewable energy resources (fossil fuels) by shifting to alternative renewable sources and by improving efficiency in the use of non-renewable sources.

The link between objectives in this area and the six Key Quality Life Issues is less obvious and than for policies in some other areas but it is evident that a community without the amenities of open space, natural areas, clean air and water is less attractive as a place to live or work and, thus, its economic vitality is reduced.

### Key Issues for the Future

- A) Neighborhood and Land Use Integrity
- B) Community Cohesiveness
- C) Appearance and Identity
- D) Security
- E) Social and Cultural Life
- F) Economic Vitality and Opportunity

### Policies

- F            1. Coordinate with other local and regional, State and Federal Agencies responsible for air and water quality to prevent degradation of these resources.
- A and F    2. Through land use policy and the development review and approval process require development to relate conveniently to transit services, to reduce vehicle trips and to mitigate potential

adverse air quality impact affecting the development or generated by it.

- |         |  |
|---------|--|
| F       | 3. Require appropriate and reasonable mitigation of adverse impacts on water quality as a condition of project approvals.  |
| E, C, F | 4. Support measures that reduce water pollution in the San Leandro Marina area and along the City's San Francisco Bay frontage.  |
| C & E   | 5. Preserve the riparian habitat and scenic quality of San Leandro Creek consistent with its function as a storm water runoff channel.   |
| E       | 6. Supports efforts and, where appropriate, requires mitigation that protects fish, wildlife and plant resources and their habitats, particularly where the habitat includes scarce or valuable natural resources or resources of regional or statewide significance such as wetlands. |
| F       | 7. Encourage water conservation measures throughout the community and require water conservation measures as a condition of development approvals and City projects.   |
| F       | 8. Encourage use of native vegetation and drought tolerant non-native vegetation in landscaping plans.   |
| A and C | 9. Maintain and protect present open space by carrying out the action program of the Open Space Element.   |
| F       | 10. Encourage and, where appropriate, require conservation measures for use of traditional energy and utilization of alternative energy resources.   |
| F       | 11. Encourage and, where appropriate, require the use of mass and alternative transit and other Transportation Systems Management techniques to improve air quality and conserve fuel.   |





# AESTHETIC, CULTURAL, RECREATIONAL AND SOCIAL

## OVERVIEW

San Leandro has an established pattern of providing and conserving its aesthetic, cultural recreation and social resources for its citizens. Some of these resources include:

- The City's recreation, park system and community facilities, providing for a wide variety of community and leisure activities for all segments of the San Leandro. The local facilities are complemented by an extensive regional system.
- The shoreline area that makes up the City's western boundary is a valuable resource. Public access to this area is being provided without threatening the natural environment.
- The scenic aspects of the City, including various streets and neighborhoods or sub-areas, are considered important aesthetic elements in the urban landscape.
- San Leandro has an ethnic heritage dating back to local Indian communities, early Spanish explorers and European settlers. This heritage is reflected in historic names, sites and buildings and numerous civic, ethnic, and community events and organizations.
- In addition to taking advantage of the many cultural events and facilities of the Bay Area, San Leandro has a range of local cultural activities including theater, music and art organizations or programs.
- The City has a wide range of social services available to help meet specific needs of various age groups and/or persons facing a range of problems.

The City has established policies to insure the preservation and development of these aspects of community life. Through implementation of these policies, the aesthetic, cultural, recreation and social resources serving San Leandro will continue to be available to the community in future years.

## PARKS, RECREATION AND COMMUNITY FACILITIES

Although San Leandro had a number of parks and recreation facilities from its early days, in 1949, with the organization of the Recreation and Parks Commission, San Leandro became more actively concerned with the improvement and development of recreation facilities. In the years following, a Master Plan for

acquisition and development of sites was implemented, shoreline and marina development begun, and existing facilities were improved and expanded. Well before region-wide efforts to protect San Francisco Bay resulted in the Bay Conservation and Development Commission (BCDC), San Leandro purchased most of the shoreline and all the offshore water area within its boundaries to protect them from development. The park and recreation system for San Leandro has become a major source of pride and enjoyment for the City and its citizens.

Today, the park, recreation and community facility system provides a wide variety of opportunities for group and leisure activities which are an essential element in maintaining the overall quality of life in San Leandro. The system serves as a community resource and the City participates in both by direct provision of recreation and cultural programs and by coordinating recreation and activity programs provided by schools, voluntary agencies, independent groups and commercial concerns. Together, all of these efforts contributes toward satisfying the total cultural, organizational and leisure needs of the community.

### Parks and Recreation Facilities

The park and recreation system consists of 16 neighborhood public facilities, the San Leandro Marina park and golf course complex, and 12 school sites. The City's park facilities provide approximately three acres of park space per thousand residents and this is the standard used in requiring park land in new development. The City considers public school sites an integral part of the overall network of recreation facilities serving residents. School grounds and buildings serve as an essential element reservoir of active and passive recreational space for both indoor and outdoor activity. The City has entered into joint programs of for major capital expenditures with the two school districts serving the City (San Leandro Unified and San Lorenzo Unified School Districts). For many years the City has sponsored a wide variety of summer and school year, leisure and recreation programs on school sites and using making extensive use of school facilities. This cooperative approach has avoided duplication of effort and cost and has helped the City expand its range of recreation and leisure time services. (Maps 14 and 15 and Figure IV-4.)

The City's single most important acquisition and development program has been the nearly four mile long shoreline area. This includes the 500-berth marina, the 3,400 yard Marina Golf Course, the regulation 6,800 yard, par 71 Tony Lema Golf Course, and the fully developed 30-acre Marina Park. Together these constitute a well-established multi-purpose recreational facility for the entire community. The City has initiated a Marina Recreation Area Master Plan review and updating effort directed at assuring that it remain an attractive and economically viable area in the future. It will include planning for future major activities, e.g., an additional restaurant and possible office or hotel use, and it will focus on the overall appearance of the marina area, on the Marina Boulevard and Fairway Drive entry points and on the approaches to the Marina from the Nimitz Freeway and major streets.

Within the City's planning area, there are two regional parks, one developed and one under development. Anthony Chabot Regional Park, just east of the City, is on East Bay Municipal Utility District land leased to the East Bay Regional



Park District which is responsible for managing its recreational facilities, including Lake Chabot. Oyster Bay Regional Shoreline is being developed on the former Oakland Scavenger land fill site as the site becomes ready for reuse in accordance with Bay Area Regional Water Quality Control Board requirements.

The City is also participating in regional efforts to establish a hiking and bicycle trail system around San Francisco Bay. The exact nature and location of the trail system has not been established but it is likely to make use of portions of the City's established waterfront park and open space areas. It will have to be carefully integrated into them to avoid activity or environmental conflicts.

### Community Facilities

In addition to park and recreation facilities, the City has taken a lead role in providing facilities for public and group organizational activities of many kinds. The Civic Center, Community Library Center and the subsequent addition to it of the Senior Meeting Facility are all widely used by the community for public forums and meetings of many types. The Boys Club, Girls Club and Family Service Agency provide a range of recreational and social service activities in facilities using leased sites on City land at a nominal cost. In addition, public school facilities also serve as an essential part of San Leandro's resources to meet its needs for community activities. Multi-purpose uses of school buildings include homeowner organization and other group meetings, social and fund raising events, child care, leisure and personal development classes, cultural activities, "town hall" and "candidates nights" meetings, and other functions important in maintaining a shared sense of community.

Several factors have come together in recent years to cause the City to review the adequacy of available resources to meet community needs. These include future residential growth along the shoreline (i.e. Roberts Landing) and the hill areas (i.e. Fairmont Hills and San Leandro Rock Company sites) the closure of a number of schools and the greater limitations or restrictions on community use of schools due to increased school need for the remaining open facilities and due to higher insurance costs and other fiscal pressures on the districts for such use. The City review, in the form of a special "Community Use Facility Needs Assessment" conducted by Hughes, Heiss and Associates, identified a number of conclusions that are significant in terms of future provisions for community facilities. These include:

- ° The existing community use facilities, with the possible exception of the Community Library Center, are not designed or intended to provide for some activities customarily associated with such facilities (e.g., indoor active recreation, cultural events, day care, et cetera). In particular, access to a multipurpose room, with adjacent support facilities such as kitchen, stage, and storage space, for social and community groups is limited.
- ° The demands for a community use facility are most pronounced on the City's west side.



- ° School closures will further exacerbate these unmet needs because of the removal of physical plants from the community inventory. In addition, the disposal of school facilities and reuse of land for development create an added need for additional facilities.
- ° Considering the very substantial cost of constructing new community use facilities (i.e., \$2,000,000 for 20,000 square feet), the City should search for alternative means of securing community use facilities through acquisition of existing school properties no longer necessary for educational purposes, land use controls such as dedications, fees or exactions, or public-private partnerships.

Of particular effect on availability of facilities has been the significant number of schools that have been closed by the two school districts as they faced sharply declining enrollments. These include: Lincoln, Halcyon, Kennedy, Cleveland and Madison elementary schools and Pacific High School in the San Leandro School District, and Argonne, Dayton, Fairmont and Lewelling elementary schools and Marina High School in the San Lorenzo District - a total of 11 schools. These closures have had a direct negative impact on meeting community facility needs through the loss of available sites and buildings that served the public in many ways. They have had an indirect negative impact in that many of the sites have been sold and, so far, over 450 new dwelling units constructed on them, which increases the demand for community facilities.

This loss of sites and buildings makes it critical that the City evaluate carefully any proposals for development of school facilities declared surplus. If substantial broad community benefits would result from preserving all or a portion of these former school facilities, the means to retain them for community use should be sought. As noted above, based on the recent "Community Use Facility Needs Assessment", there is an identified need for multi-purpose meeting and activity facility in the westerly area of San Leandro (west of the Nimitz Freeway) as that is the area most affected by loss of previously available school facilities and most impacted by projected major new residential development. A portion of the former Marina High School property, or other facilities of similar quality and location that would be suitable for multi-purpose use could meet the identified need.

The primary consideration for the future will be to assure continued availability of adequate community facilities, as well as a satisfactory level of maintenance of them. This commitment is consistent with the trend that residents of San Leandro will pursue life enrichment activities close to where they live and will continue to undertake a broad range of public and community group activities. The City will have to carefully review its programs and operational and capital costs on an ongoing basis in order to assure that the network of parks, school sites and community facilities continues to be a valuable community resource. These facilities are especially important to younger households with children. Such families represent an important resource for the City and its future and meeting their needs is an important investment in the continuity of the City.

FIGURE IV-4: PARKS, SCHOOLS AND OTHER RECREATIONAL FACILITIES

No.	Facility Name													
		Park	School	Comm. Facility	Natural Area	Picnicking	Play Equipment	Team Sports	Swimming	Hiking	Equestrian	Par Course	Boating	Fishing
1.	Chabot Park	*			*	*	*	*		*				
2.	McCartney Park	*				*	*	*						
3.	Siempre Verde Park	*				*	*	*						
4.	Warden Park	*				*	*							
5.	Thrasher Park	*				*	*	*						
6.	Memorial Park	*		*		*	*							*
7.	Cherry Grove Park	*				*	*	*	*					*
8.	Toyon Park	*				*	*	*						
9.	San Leandro Ballpark	*						*						*
10.	Halcyon Park	*		*		*	*	*						
11.	Washington Manor Park	*		*		*	*	*	*					
12.	San Leandro Marina, "Marina Park"	*		*	*	*	*	*	*	*	*	*	*	*
13.	Bonaire Park	*				*	*	*						
14.	Stenzel Park	*				*	*	*						
15.	Heath Park	*											*	
16.	Chabot Regional Park	*			*	*				*	*	*	*	*
17.	Oyster Bay Reg. Park (undevel.)	*			*	*				*	*		*	
18.	Root Park	*				*								
19.	Victoria Park	*												





FIGURE IV-4: PARKS, SCHOOLS AND OTHER RECREATIONAL FACILITIES (cont.)

No.	Facility Name	Park	School	Comm. Facility	Natural Area	Picnicking	Play Equipment	Team Sports	Swimming	Hiking	Equestrian	Par Course	Boating	Fishing	Golf	Tennis	Shooting	Meeting	Concessions
19.	Washington Manor Elem. School		*				*	*										*	
20.	McKinley Elementary School		*				*	*										*	
21.	Washington Elementary School		*				*	*										*	
22.	Roosevelt Elem./Fareilly Pool		*				*	*	*									*	
23.	Bancroft Junior High School		*				*	*										*	
24.	San Leandro High School		*					*				*						*	
25.	Jefferson Elementary School		*				*	*										*	
26.	Monroe Elementary School		*				*	*										*	
27.	Corvallis Elementary School		*				*	*										*	
28.	Madison Elementary School(closed)		*				*	*										*	
29.	Lewelling Elementary School		*				*	*										*	
30.	Dayton Elementary School (closed)		*				*	*										*	
31.	Marina High School (closed)		*					*										*	
32.	Garfield Elementary School		*				*	*										*	
33.	Pacific Athletic Fields		*	*				*									*	*	
34.	Muir Junior High School		*				*	*	*									*	
35.	Wilson Elementary School		*				*	*										*	
36.	Rifle Range				*													*	*

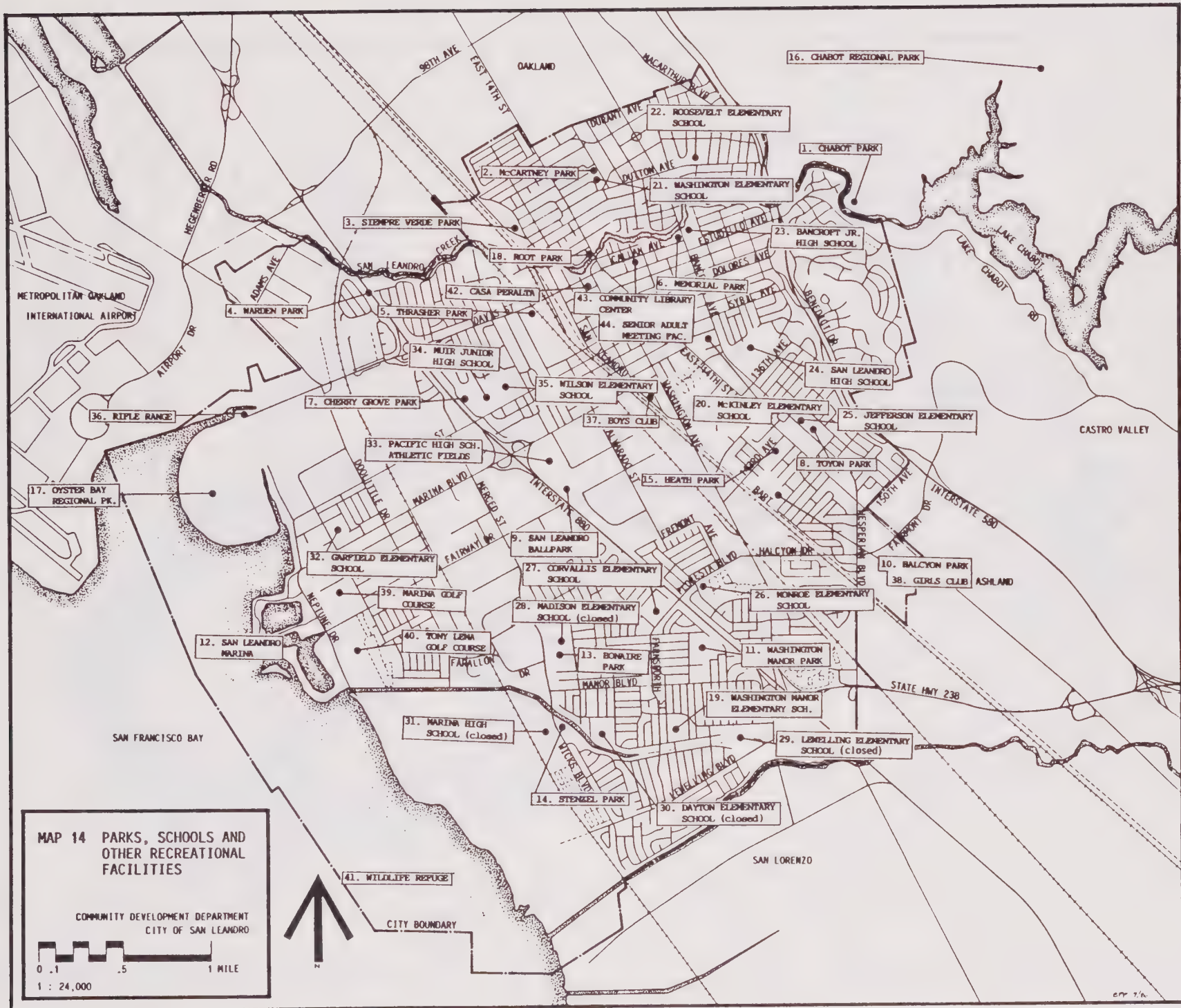


FIGURE IV-4: PARKS, SCHOOLS AND OTHER RECREATIONAL FACILITIES (cont.)

No.	Facility													
		Parking	School	Comm. Facility	Natural Area	Picnicking	Play Equipment	Team Sports	Swimming	Hiking	Equestrian	Par Course	Boating	Fishing
37.	Boy's Club			*				*	*					
38.	Girl's Club			*										
39.	Marina Golf Course			*									*	*
40.	Tony Lema Golf Course			*									*	*
41.	Wildlife Refuge (Shoreline)				*				*					
42.	Casa Peralta			*									*	
43.	Community Library Center			*									*	
44.	Senior Adult Meeting Facility			*									*	
45.	Manor Branch Library			*										
46.	Mulford-Marina Branch Library			*										
47.	South Branch Library			*										

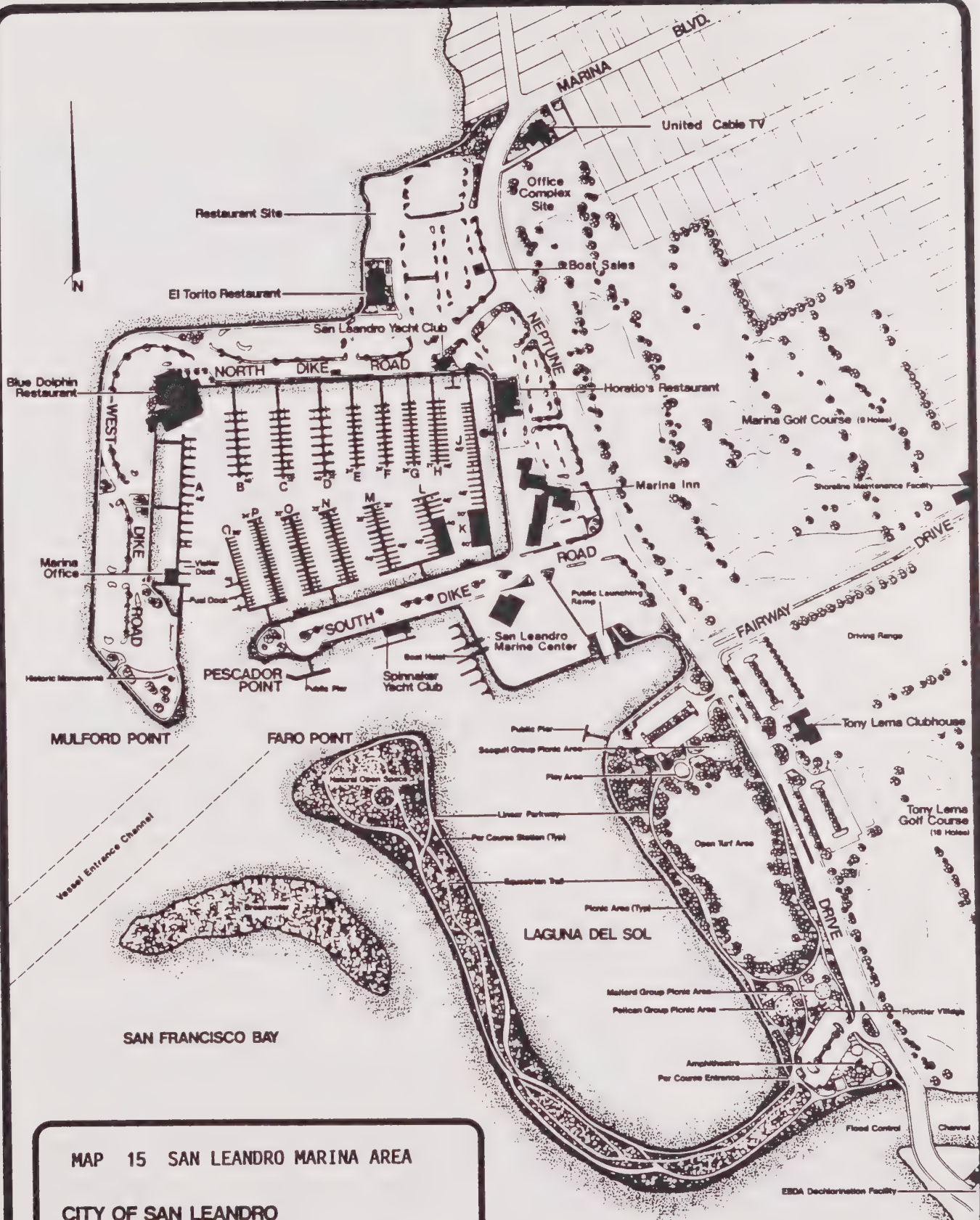














## CITY APPEARANCE AND IMAGE

Although the scenic highways element has been dropped from the list of State mandated General Plan elements, the visual perception of a community is not unimportant. In fact, in San Leandro appearance and, more broadly "image", are issues of increasing importance. In this section of the General Plan, Part IV - Environmental Issues, the focus is on appearance of the City as a factor in the physical environment. In Part V - Development Issues, the broader policy issues of the City's image relating to land use and development are discussed. The two sections should not be considered separately, but rather should be seen as inter-related parts of one concern.

### Public Streets and Spaces

The most common experience people have with their urban environment is that of driving or walking along its streets or public areas. These experiences vary depending on type of street or space and type of observer. Perhaps the greatest number of people who gain a quick impression of San Leandro are those who pass through on one of the major freeways. To many, San Leandro may be only the "next three exits", but the sheer number of people traveling through on freeways makes it important to do what can be done to make the impression of San Leandro favorable.

For this reason, both the Nimitz Freeway (Interstate 880 - State Route 17) and MacArthur Freeway (Interstate 580) are included as Scenic Highways. The City's concern is primarily the treatment given these corridors by the State. The City has sought to protect their "landscaped freeway" designation and has encouraged maintenance of existing planting, installation of decorative soundwalls and control of freeway oriented signing. The City has a strong interest in participating in the design of any proposed widening, ramp modifications or other changes to these State facilities. Both of these freeways retain their status in this General Plan as scenic routes which should be maintained at as high a level of attractiveness as possible.

In addition to the freeways through the City, appearance is very important on the major thoroughfares which serve as entrances to the City from freeways, connections to the City's water front or connect the City with adjacent communities. Because these streets are usually old roads first established long ago and because they have private frontage, the problem of achieving an attractive appearance is more complex. To get a significant improvement in appearance it is necessary to expend effort on many different aspects of the streetscape: land use itself, sign control, building design, site appearance and maintenance, utility undergrounding, the street pavement itself, street landscaping, and even traffic congestion.

The City's major approaches to its attractive marina complex, for example, now contain a mixture of land uses with much that is unattractive. Improving Marina Boulevard west from I-880 and Fairway Drive from the I-880 overcrossing to be built with Measure B funds will benefit both the Marina area and the adjacent industrial and residential areas.



Of particular concern to San Leandro is the need to define the City at its boundaries to the north and south. (The hills and Bay clearly define the other two borders.) San Leandro is a portion of the large urbanized East Bay plain and if it wishes to distinguish itself from its surroundings it must make a conscious effort to do so. The most obvious place to create a visual definition of the City is along the major entry thoroughfares near City boundaries. All of the improvement efforts just noted need to be applied at this critical location; merely placing typical "Welcome to our City" signs will not suffice.

The policies in this General Plan support expanded efforts to maintain community identity and pride through such improvements.

It is the policy of the City to improve these streets as funds and development opportunities make that possible. Specific funding or proposed projects include:

- Davis Street (State Route 112) - The City's major effort to date has been on upgrading Davis Street, the main entry to downtown San Leandro from the Nimitz Freeway. Plans have been prepared for a safer, widened and extensively landscaped street. Street improvements are being coordinated with development of the vacant former site of the Caterpillar Company, near BART. High quality design for new development on that site and on the residual land left after widening, plus utility undergrounding and rehabilitation of older buildings, will further support the improvement program.

In addition to this improvement, earlier construction of the Maltester--Polvorosa overpass on Davis Street over the Southern Pacific Railroad west of the Nimitz Freeway, and widening of Doolittle Drive to the Oakland Airport have upgraded other parts of this key gateway.

- San Leandro Boulevard - The extension of San Leandro Boulevard south to East 14th Street and widening of it near Davis Street have been completed. The street segment south of Davis to Castro Street was recently improved, including undergrounding utilities in the BART station area and landscaping of the median. The next phase, north of Davis Street to San Leandro Creek, relates to the Davis Street gateway and to improvement of the City's former corporation yard. It will reduce traffic congestion at the edge of downtown and facilitate bypassing of traffic around the retail core. It will also create the opportunity for substantial improvement of the appearance of the frontage property when new development occurs.
- Marina Boulevard - This street serves as a major entry point to the center of the City east of the Nimitz Freeway and to the marina and waterfront west of the Nimitz. A plan line for future widening was adopted approximately 20 years ago and some widening and improvement has occurred but substantial work remains. The City was successful in getting the portion of Marina Boulevard between the freeway and San Leandro Boulevard included in the recently approved "Measure B" one-half cent sales tax funding. As a consequence, major widening and upgrading of that segment is in the planning stage and should be underway in the near future. The improvement of the

segment extending west to the waterfront is a longer range project. Land use controls to upgrade frontage appearance may also take many years to produce significant results.

- North San Leandro Gateway Streets - (San Leandro Boulevard, East 14th Street, Bancroft Avenue, Mac Arthur Boulevard) - These four major thoroughfares connect San Leandro with Oakland to the north and serve as major entries to the City. Although they differ in character they share this "gateway" characteristic. For that reason all four have been included in the North Area Study, a major community effort initiated in 1987 to analyze the area, recommend improvements and support carrying out of improvements. The focus of the study is to develop immediate, short-term, "visual impact" actions, mid-range upgrading programs for private and public property and long range land use and economic property and long range land use and economic development programs. It is not expected that there will be dramatic street widenings and related improvements such as on Davis Street. The goal is to achieve a significant and noticeable change in the appearance, image and quality of these key streets.
- Other Streets - The above streets are those with currently pending plans for improvement, but most other major thoroughfares and collector streets require ongoing improvement in design and appearance. Of particular significance are:
  - Hesperian Boulevard (East 14th Street to Lewelling Boulevard)
  - Bancroft Avenue (south of Estudillo Avenue)
  - East 14th Street (south of Downtown)
  - Washington Avenue (downtown to San Lorenzo Creek)
  - Alvarado Street - Fremont Boulevard (Davis Street to Floresta Boulevard)
  - Manor Boulevard (entire length)
  - Lewelling Boulevard (entire length)
  - Dutton Avenue (MacArthur Boulevard to East 14th Street)
  - Estudillo Avenue and Callan Avenue (MacArthur Boulevard to East 14th Street)
  - Fairmont Drive - Halycon Drive - Floresta Boulevard - Fairmont Street (East 14th Street to Lewelling Boulevard)
  - Doolittle Drive (entire length)
  - Williams Street ( Washington Avenue to Neptune Drive)
  - Neptune Drive (Davis Street to Doolittle Drive extended)
  - Merced Street (Williams St. to Wicks Blvd.)
  - Wicks Blvd. (Merced St. to Lewelling Blvd.)

To the extent that the quality of life in a community is reflected in the appearance of its most important visual feature, its streets, their attractiveness is of high importance. This is particularly so in established communities such as San Leandro which must compete for investment with newer areas that are not burdened with past practices and obsolete standards.



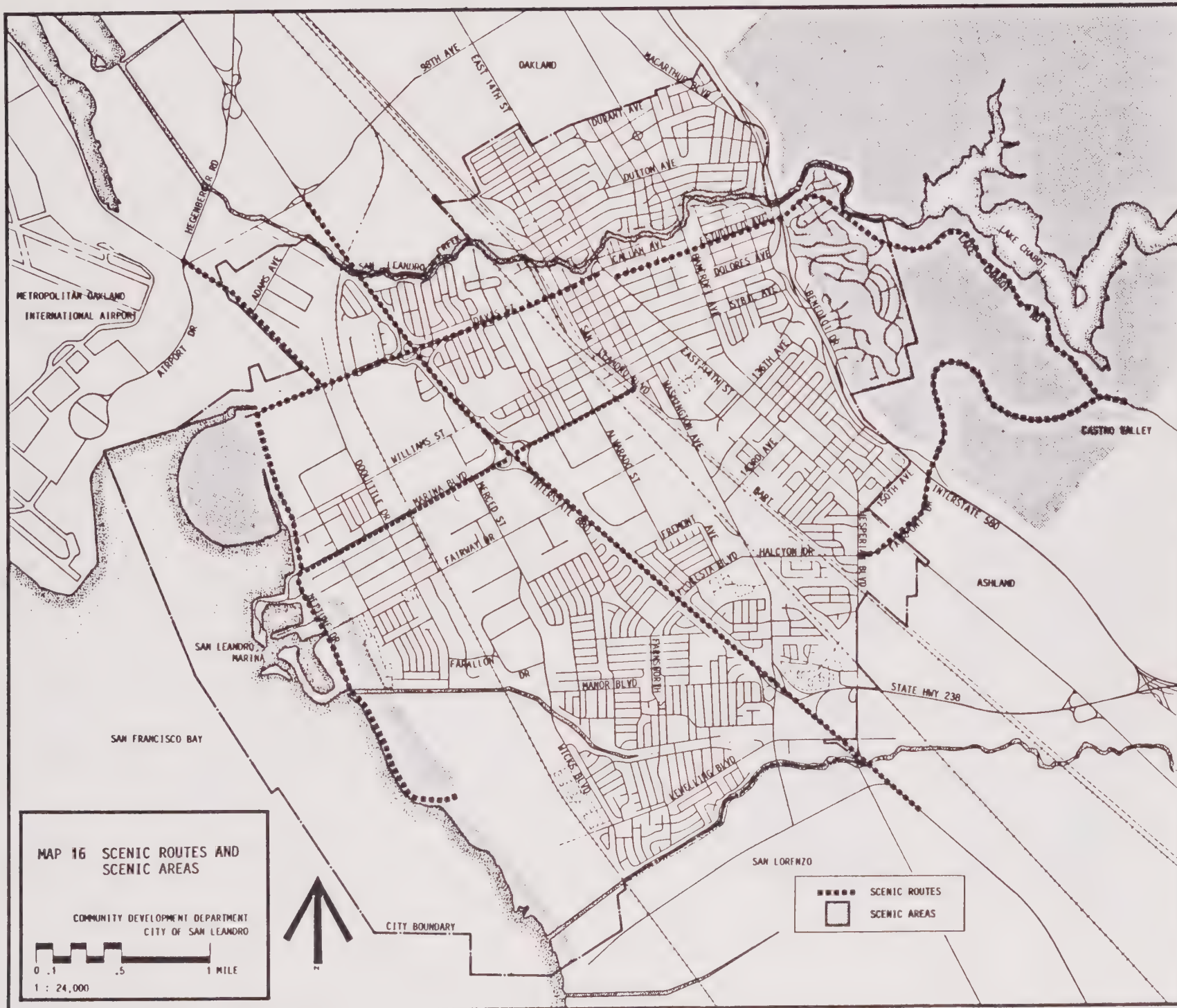
- Private Property Maintenance - San Leandro has always been a community with a high level of property maintenance. However, given its size and diversity there will inevitably be some properties, both residential and non-residential, which are poorly maintained, even to the extent of being eyesores. In order to deal with such property in residential areas the City

adopted a Neighborhood Preservation Ordinance (NPO) in 1987. The NPO requires that visible yard areas be kept free of debris, discarded junk, heavily overgrown landscaping, et cetera. It also sets an effective procedure for working with property owners to assure compliance. In its initial year it has proven very successful in achieving improvements without unreasonable amounts of staff time or conflict with property owners. Based on that experience, representatives of the business community have asked that the City explore similar applications for non-residential property.

In order to coordinate the NPO, any similar business area improvement ordinance, and other codes applying to property standards such as the Sign Code, Zoning Code and zoning conditions, the City has recently reorganized the Community Development Department to create a Community Standards Section within the Planning Division.

- Other Public Facilities - In addition to streets there are other areas owned by the City or other public agencies for which appearance and maintenance are important. The most visible are public schools and parks, but there are others such as administrative offices, fire stations, libraries, service and utility areas and flood control channels. An acceptable level of maintenance consistent with that expected of private ownership is called for at these locations.
- Public Utility Facilities - Between the categories of public and private property falls the category of regulated public utility property. Besides the various offices of the telephone and gas and electric utilities, there are extensive areas of railroad and utility right-of-way which are very visible and over which the City has limited jurisdiction. The City has a continuing interest in working with these utility companies to keep these facilities maintained at as high a level and in as attractive a manner as reasonably possible.
- Utility Undergrounding - One of the most widespread visual blighting factors in communities that developed before the 1970's is overhead utility wiring. San Leandro, in cooperation with public utility companies has had an ongoing program for 20 years to remove overhead wires, but it is very expensive and much remains to be done. The City has approved an Underground Utilities Master Plan and ordinance which set forth policies and a program for accelerating undergrounding. The goals and policies of the Underground Master Plan are endorsed in this General Plan and incorporated into it by reference.







-- Sign Control - In the late 1960's San Leandro made substantial revisions in its sign control ordinances to reduce unattractive and excessive signage and visual clutter. A significant positive shift in the City's appearance, especially along major commercial strips, resulted. However, changes in

sign types, higher standards elsewhere, and the need to upgrade City appearance to remain competitive make it desirable to review and update the City's now 20-year-old ordinance.

#### Significance of Appearance and Image

As is more fully brought out in Part II, San Leandro is at an important point in its development. It has become a substantially developed community which must now keep up a constant effort to maintain what it has and, through gradual replacement, to keep itself current. Visual upgrading is one part of this, but it is a very important one just because it is so close to the surface. What people see as San Leandro, whether resident or outsider making a decision to live, build, or shop here, is what they believe San Leandro is.





## HISTORIC AND CULTURAL RESOURCES

For centuries prior to the arrival of the Spanish, the San Leandro area was inhabited by Native Americans, primarily Costanoans. In general, they summered near the bay shoreline and wintered in the Oakland hills. Very little trace of these early inhabitants remains within the present City, but evidence from nearby sites and early records provide a picture of their life in this area.

The first Spanish contact occurred in 1772 when a Spanish expedition under Lieutenant DeAnza passed through the City exploring north along the East Bay shores. Spanish influence, primarily from Missions San Jose and Dolores, expanded over the following decades. In the first part of the 19th century land grants in the East Bay included what is now San Leandro. The arrival of large numbers of Americans after California was annexed from Mexico, and the Gold Rush began in turn overwhelmed the old Spanish culture. Only a few physical traces of San Leandro's Spanish-Mexican era remain, although names such as Estudillo, Castro, Peralta and the name San Leandro itself remain prominent.

The City, founded in 1855 and incorporated in 1872, developed in the second half of the 19th century as an agricultural community with some manufacturing, mostly related to agriculture. Much produce was shipped across the Bay to San Francisco from points such as Mulford's Landing and Roberts Landing. In the 20th century, San Leandro came increasingly into the orbit of the expanding cities of San Francisco and Oakland, taking on an increasingly suburban character. After World War II, the City expanded very rapidly as the urban fringe reached south from Oakland and by 1960 it's population was essentially the same as it is today.

The City's main vehicle for assuring recognition and support for its historical and cultural heritage is the Library and Historical-Cultural Commission. The City's library system includes the main library with extensive facilities for meetings and senior citizen activities as well as a significant book collection plus three branches to serve City neighborhoods. The Library also has an extensive repository of local history materials. The City's Casa Peralta, the old "Little Brown Church", the "Little Shul" at Temple Beth Sholom, the Alta Mira house, San Francisco Savings and the Conselho Supremo da Uniao Portuguesa Do Estado da California (U.P.E.C.) also contain collections or material relating to San Leandro's history.

The City has also revived its "Cherry Festival", a popular community event in the early part of this century. Based on the success of the 1986 and 1987 festivals it has become an annual event in the late spring of the year. Also, the establishment of a Historic Preservation Zone in the Zoning Code has given the City a means of protecting some of its historic or architecturally significant sites and structures.

The City has increased support in recent years for a wide variety of cultural events which are partially or entirely sponsored by the City, including the "Music in the Summer Air" program at the Community Library Center, leasing of theater space at token rent to the California Conservatory Theater and use of the Casa Peralta and downtown Plaza for community arts festivals. These events

and activities provide an important opportunity to build the "sense of community" essential for a suburb to retain its identity in the larger urban area.

Despite pressure on local government revenue sources and the reduction in available State and Federal assistance for various cultural activities, the City is committed to assisting local public and private organizations which support the arts and cultural development of the City.

## **SOCIAL CONCERNS**

It is inevitable that in any community of over 65,000 people there will be a wide range of social problems and concerns affecting residents. These concerns vary widely and include such diverse needs as family counseling; youth services and guidance; help for persons faced with job loss due to plant closure or other causes; help for the elderly in housing, transportation, health care, meals, etc.; training, housing, other help for the handicapped; reducing tenant-landlord differences; child care; shelter for victims of domestic violence or others temporarily homeless, etc. Because social concerns do not coincide with City boundaries or other artificial limits, identification of problems and development of solutions requires action on a coordinated County or area-wide basis. San Leandro participates in such studies and programs as they relate to it.

Some of the significant social concerns have a greater relationship to land use and to the economic health of the community. For example housing concerns of various types, which are covered in greater depth in the discussion of housing needs in the Housing Element (Part V, below), and services such as child care which must be located where it can effectively serve employed parents. Child care, because of its importance to the business community and to employment opportunity, should be given particular attention. The need for additional child care facilities of different types and at different locations has been identified and efforts to encourage providers are being made within the community. The lack of child care services can adversely affect businesses by making it more difficult to obtain and retain employees who need child care. Support by the City for child care at appropriate locations strengthens the economic health of the community.

Although the City is not the primary provider of services of these types it has an important supporting or coordinating role for many. The City's Human Resources Commission is responsible for an ongoing needs assessment for social services within the community. This assessment serves as a guide to the City in allocating the funds and other resources it does have available for various programs and services. Funding has been primarily through Federal assistance programs (General Revenue Sharing and Community Development Block Grant) but these funds are subject to being eliminated or cut back sharply and local alternatives are very limited.

The social programs provided for the benefit of the San Leandro community add a very important dimension to the overall quality of life in the community. Their absence or reduction would have a significant adverse affect on the City's ability to retain and attract business and residents and would affect public



service costs of City and County agencies. The City will continue to work with other public and private agencies, churches, schools, and community groups to maintain as wide a variety and as high a level as possible of such services.

### **SCHOOL AND EDUCATION RESOURCES**

The physical facilities serving the education needs of San Leandro are described below in Part V. The programs provided are discussed here in terms of their significance to the San Leandro community.

In addition to the "regular" classroom programs for grades kindergarten through twelve provided by the two public school districts and various private schools, there are educational programs for pre-school children, handicapped students, students who have dropped out of regular programs, occupational and work study programs, adult education, and personal interest or life enrichment programs offered by the public school districts and other providers. There are also many courses of study and degrees offered by Chabot Community College and California State University, Hayward and other Bay Area higher education institutions.

Education and enrichment programs are not primarily a City responsibility, although the City does offer courses through its Recreation and Parks Department. However, it is very important to the City that the array of opportunities be kept as broad as possible. To this end, the City cooperates with and assists school districts and others in maintaining educational and training facilities and programs. These efforts are a part of the City's overall program to retain and expand business, employment, intellectual and cultural opportunities for San Leandro.

At the national, state and local level there has been increased concern in recent years regarding the quality and character of the Country's education system. This concern is reflected in San Leandro by efforts by both the San Leandro and San Lorenzo districts. They have recently undertaken significant programs to review, revise and improve curriculum, with involvement of the community in the process. Standardized test scores have been improved and equipment, instructional supplies and facilities upgraded. Both districts have also embarked on staff development programs to improve teacher skills and overall quality of instruction. With school enrollments beginning to increase after a long period of decline, school finances have improved slightly and opportunities to establish or maintain programs have increased.

The quality of the schools in a community is a key factor in attracting new residents, especially younger households with children and managers, professionals and others who provide business and community leadership. The City, therefore, has a strong interest in supporting the efforts of schools to upgrade their programs. In addition, the schools provide the basic skills training for young people entering the job market or employees seeking improved or new skills or retraining. For that reason the quality of education and training is also very important to the local business community, especially because of the rapid rate of change in many aspects of business and industry.



**FIGURE 1V-5: MAJOR HISTORIC AND CULTURAL RESOURCES**

Number	Resource	Date	Location
1.	De Anza Expedition Site	1775	Root Park
2.	Rancho San Antonio, So. Boundary California Landmark No. 246	1775	Root Park
3.	Rancho San Leandro, No. Boundary	1842	Root Park
4.	Roberts' Landing Site	1850	Wildlife Refuge
5.	Estudillo Home Site California Landmark No. 279	1850	W. Estudillo Ave. San Leandro Blvd.
6.	Methodist Church Site	1856	1349 Hays St.
7.	Alta Mira Clubhouse California Landmark No. 285 National Historic Landmark	1860	361 Lafayette Ave.
8.	Little Brown Church	1869	459 W. Estudillo Ave.
9.	Redwood Trees	1870	647, 651 Juana Ave.
10.	Daniel Best Home	1870	1315 Clarke St.
11.	Manuel Garcia Home	1875	1106 Hyde St.
12.	"Little Shul" (Jewish Synagogue)	1875	642 Dolores St.
13.	Captain Roberts Home	1875	526 Lewelling Blvd.
14.	House	1880	678 Juana
15.	House	1880	397 Maud
16.	Holy Ghost Chapel, IDES Hall	1889	790 Antonio Ave.
17.	San Leandro Oyster Beds Site California Landmark No. 824	1890	Mulford Point
18.	House	1890	857 Estudillo Ave.





FIGURE IV-5: MAJOR HISTORIC AND CULTURAL RESOURCES (cont.)

Number	Resource	Date	Location
19.	House	1896	308 W. Joaquin Ave.
20.	Blacksmith Shop Site	1896	1363 Hays St.
21.	Monkey Puzzle Tree	1899	885 Estudillo Ave.
22.	House	1900	310-312 Warren Ave.
23.	Casa Peralta (National Register)	1901	384 W. Estudillo Ave.
24.	Bridge	1901	S.L. Creek, E. 14th
25.	Best Building	1910	1300 E. 14th St.
26.	House	1910	525 Estudillo Ave.
27.	House	1915	659 Estudillo Ave.
28.	Houses (Kanaka Lane)	c1900	Orchard Ave.
29.	Former Caterpillar Tractor Co. Office Building Entry Door	1925	884 Davis St.
30.	Watertank House	Unk.	444 Harlan St.
31.	Watertank House	Unk.	383 Preda St.
32.	Watertank House	Unk.	254 Callan Ave.
33.	House	c1885	291 Joaquin Ave.



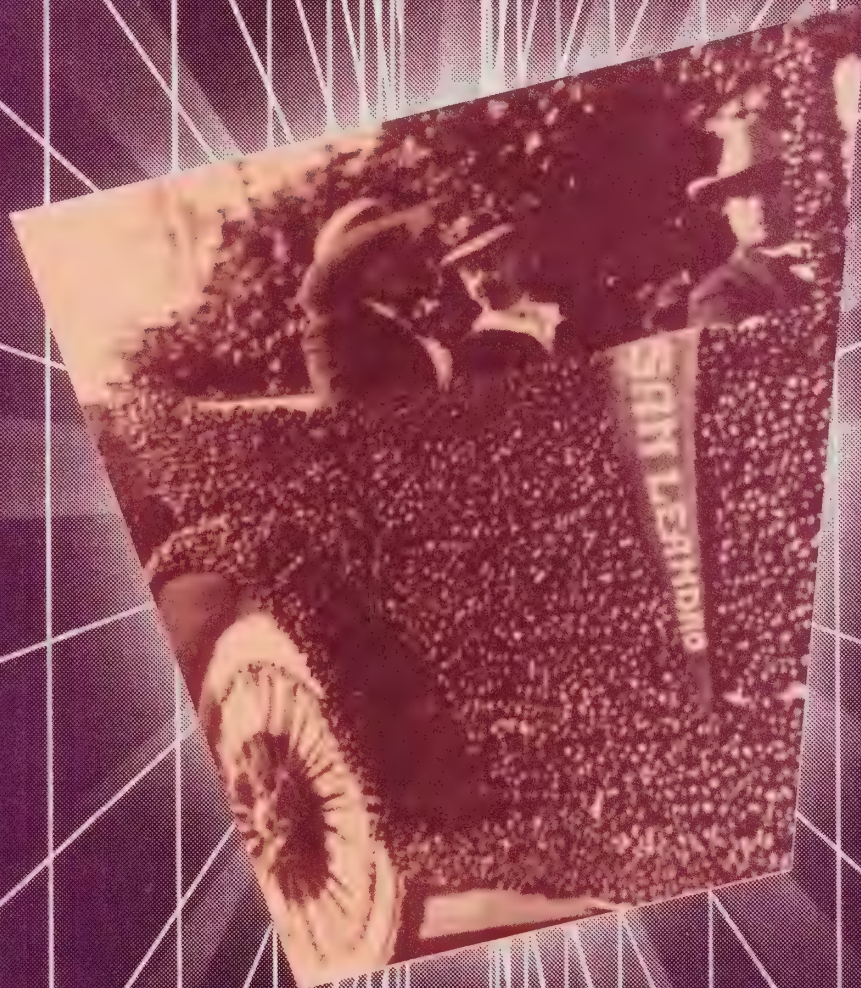








# AESTHETIC, CULTURAL RECREATIONAL & SOCIAL



Cherry-covered parade float,  
Cherry Festival, 1920.





## CITY GOALS AND POLICIES RELATED TO AESTHETIC, CULTURAL RECREATION AND SOCIAL RESOURCES

### Overall Goals

When a community is faced with change, as is almost inevitable in urban California and is occurring in San Leandro, maintaining a sense of history and identity is especially important. Although not as directly related to planning concerns as land use, traffic, or housing issues may be, these areas of concern cannot be ignored. They are critical to the stability and vitality of a City.

San Leandro's overall goals in this area are:

- To maintain the identity of San Leandro as a place to live and work and to encourage its citizens to take pride in their community.
- To offer a wide range of recreational, cultural and social opportunities to enrich and improve life.
- To maintain a sense of history and cultural tradition.

The policies relating to this area will focus primarily on the key issues of community cohesiveness, appearance and identity, and social and cultural life.

### Key Issues for the Future

- A) Neighborhood and Land Use Integrity
- B) Community Cohesiveness
- C) Appearance and Identity
- D) Security
- E) Social and Cultural Life
- F) Economic Vitality and Opportunity

### Policies

- E           1. Provide park and recreation facilities and services for a wide range of citizens, by age, education and skill level, and interest.
- E           2. Support region-serving park and recreation facilities.

- |            |     |   |
|------------|-----|---|
| B and E    | 3.  | Continue the policy of joint City - School District cooperation and coordination for use of school facilities for recreation and for a broad range of community benefitting activities.   |
| B and E    | 4.  | Evaluate school facilities which are no longer needed for educational purposes to determine whether all or portions of them continue to be needed as community resources. If found to be needed, ensure through appropriate land use authority that the needed portions are retained for community use. |
| C and F    | 5.  | Identify and distinguish San Leandro from its surroundings and provide for a strongly favorable impression to the City when entering it.  |
| C and F    | 6.  | Improve the appearance of major thoroughfares, in conjunction with major street improvement projects and/or as part of an overall effort to upgrade specific corridors or City-wide appearance and to preserve the long term value of adjacent property.  |
| C and F    | 7.  | Continue effectuation of the long range Underground Utilities Plan as a means of eliminating this blighting factor on City thoroughfares.   |
| A, C and F | 8.  | Establish a focused program for upgrading property and maintaining community standards regarding such matters as signs, weeds and litter, debris, graffiti, unattractive outdoor storage and property maintenance in general.   |
| A, C and F | 9.  | Maintain, upgrade and redevelop property as necessary to keep San Leandro a contemporary and economically competitive City.   |
| C and F    | 10. | Encourage and, where possible, require high quality building and site design.   |
| A and C    | 11. | Maintain City property in sound and attractive condition and establish programs to eliminate unsightly and nuisance conditions on private property.   |
| B and E    | 12. | Support efforts to preserve and maintain historically significant structures and traditions.  |
| B and E    | 13. | Support civic, cultural and ethnic festivals or activities which increase community identity and expand the social and cultural life of citizens.   |
| B, E and F | 14. | Encourage and support educational and training opportunities which help San Leandro residents obtain or improve needed skills and enrich their lives.   |



- B, E and F 15. Support City and Community programs and facilities that meet the need of younger families. Encourage them to move to and to remain in San Leandro and to become active participants in the Community.
- B, E and F 16. Support upgrading of educational programs, particularly in the kindergarten through twelfth grade level, as a key factor in attracting and retaining residents who can provide leadership and growth for the community.
- B, E and F 17. On a continuing basis, assess the needs for different types of social services for different segments of the community.
- B, E and F 18. Within the limits of the City's financial resources and appropriate role, support social services such as counseling programs, youth guidance, child care and life enrichment for the elderly and handicapped, which benefit the quality of life in the City and increase its attractiveness as a residential and business area.









# DEVELOPMENT ISSUES

## WHAT ARE DEVELOPMENT ISSUES?

The last major section of this General Plan relates to the physical development of the City, including both public and private development. In the area of private development, housing is especially singled out as a separate "Housing Element" because the State legislature has accorded it special emphasis and established special requirements for local housing elements that differ from the rest of the General Plan. Before taking up the specific aspects of urban development a general review of the nature of the development process is appropriate.

Local governments respond to incentives and constraints, just as do private businesses and individuals. Identification of those incentives and constraints affecting the development process, and development of appropriate public policy, are the primary purposes of this part of the General Plan.

Part IV, Environmental Issues, addressed incentives and constraints existing primarily in the natural world: geology, air and water quality, noise, energy, wildlife and historical resources. Part V looks at matters primarily related to manmade incentives and constraints: population and employment trends, economic changes, fiscal matters, physical facilities, housing and land use analysis.

The process of putting incentives and constraints together to produce policies and regulations is a political one. Land use regulation is, therefore, a highly political process. On the City level, it is the necessary task of balancing competing interests. In the simplest terms, those interests are:

- The development industry, composed primarily of land owners, land developers, the building industry and the financial industry.
- The existing City, composed primarily of residents, local businesses and local industries.
- Outside forces, composed primarily of pressures from regional, state and national governmental agencies, from private and public interest groups, and from broad social and economic forces affecting our society as a whole.

The private development industry is an important part of the local and regional economy. It is articulate, influential and professional. The development industry is often seen as "an enemy", as someone or something opposed to the interests of "the community". In reality, however, it is the means by which our society produces needed housing, shops, and employment. Whether a particular development, therefore, is good or bad depends greatly on the interests of any particular group. Private or small group interest often conflicts with public or large group interest.

The existing City, in the case of San Leandro, has a particularly large part to play because every new development is necessarily surrounded by already completed development with interests and values it wishes to retain. This intimacy of development impact is very important in already developed cities, like San Leandro, whereas it may be relatively unimportant where new development takes place largely on rural fringes.

The pressure from other governmental levels is growing increasingly intense. The most difficult of these pressures take the form of mandates that cities undertake actions to help solve regional, state, and even national problems, often to an extent that appears to be at cross-purposes with the interests of the cities' residents as to where local government resources and efforts should be spent. The influence of various interest groups and the various economic and social changes constantly occurring are often hard to identify but they are always present as a background factor in policy formulation.

In addition to identifying these principal actors in the land development regulation process, it is important to keep the element of time in constant focus. It is difficult for the local political process to accept controversial or unpopular policies that may produce only long-term rewards. Valuable as the political process is in reconciling competing priorities, it has been criticized because of its tendency to place undue emphasis on short term results. Without carefully considered policies for the longer term to guide the decision-making process, short term results can be expected to receive highest priority.

Therefore, the purpose of the General Plan is to provide those carefully considered policies -- policies considered for their long range benefit -- to guide longer range land use regulation and development of the City. Part V deals with particularly controversial issues and with incentives and constraints that can change rapidly.



# PHYSICAL FACILITIES



Eagle Saloon at 4 corners,  
Hesperian near Llewelling, 1920.





# PHYSICAL FACILITIES

## OVERVIEW

San Leandro continues, within its resources, to provide adequate public facilities to meet existing and anticipated demands. These facilities are provided in three ways: (1) directly by the City; (2) by private developers through conditions or requirements governing new projects; and (3) by coordinating with regional agencies. Some of the major facilities and services include the following:

### City:

- Major, collector and local streets, pedestrian and bicycle facilities.
- Parking.
- Waste collection (portions of the City).
- Sewage collection and treatment (portions of the City).
- Storm runoff control.
- Libraries.
- Parks and playgrounds.
- Fire and police protection.
- Animal control.
- Social services.

### Other:

- Water.
- Schools.
- Major highways.
- Mass transit.
- Regional parks and open space.
- Regional solid waste disposal and sewer treatment.
- Criminal justice system.
- Hospital and medical services
- Flood control.

In response to the growing pressures for public services - whether due to increased traffic volumes, changes in type of transportation, increased number of dwelling units and people, increased volumes of waste, or other causes - the City has included policies in this Plan to keep the level of needed physical facilities high. These policies relate to the wide variety of different services and facilities noted above. The Public Facilities section of the General Plan addresses all of these various concerns under one broad heading.





## TRANSPORTATION, TRAFFIC AND CIRCULATION

Throughout the Bay Area in the last few years there has been an upsurge in public concern regarding transportation and traffic problems to the point that it has become one of the most critical public concerns. This reflects the increase in the amount of traffic, shifts in where and when traffic problems occur and the slowdown in development of new roads and maintenance of existing roads. One significant factor in the increase in travel has been the relative decline in fuel prices in recent years, so as to make car travel, especially commuting, more affordable. Motor fuel costs approached their level prior to the 1973 oil embargo on an inflation adjusted basis and, given the greater fuel efficiency of vehicles today, out-of-pocket costs of travel today are very probably cheaper per mile than at any time in history. Just as expensive fuel encourages travel reduction and less traffic, cheap fuel leads to more travel and more congestion.

### Non-Local Traffic

This problem of regional traffic impacts on the City is the most serious traffic issue with which San Leandro must cope.

The City has large volumes of non-local traffic moving through it on three freeways, State Highway 238 and Interstate Highways 880 (Nimitz Freeway) and 580 (MacArthur Freeway), as well as on some of its major arterial streets. During weekdays there is considerable non-local traffic, particularly in the industrial areas with truck traffic all day, and during commute hours when there are large commutes of non-resident employees. At major intersections in the industrial area, such as Marina Boulevard and Merced Street, there is heavy traffic during the day, but at night and on weekends the traffic is light.

In the commercial areas, except for the area around the regional shopping center at Bayfair, most traffic is local.

FIGURE V-1: VEHICLE REGISTRATIONS FOR ALAMEDA COUNTY				
	Autos	Trucks*	Trailers	Motorcycles
1975	548,750	110,611	72,383	30,888
1979	592,177	133,443	78,855	31,646
1985	664,690	179,972	75,030	31,143
% Change	+21.1	+62.7	+ 3.7	+ 2.5
Source: Department of Motor Vehicles				
* Includes Pick-ups				

The problem of non-local traffic is a serious one for San Leandro and one which is not easy to solve for the very reason that it is "non-local". San Leandro sits astride the major north-south travel routes for the East Bay. Traffic generators to the north and south -- San Francisco and downtown Oakland, the Oakland Airport area employment concentration, employment and housing south to Santa Clara County and east to Tracy -- all are expanding and pushing more commute and commercial traffic onto San Leandro's freeways and arterial streets. Caltrans recently studied the Nimitz Freeway and concluded seven (7) lanes in each direction would be needed to handle peak traffic demand by 2000 but four (4) lanes is the maximum possible development, and even that will be difficult and very costly.

San Leandro is committed to working with neighboring jurisdictions, the Metropolitan Transportation Commission (MTC) and the State Department of Transportation (Caltrans) to identify and reduce or resolve problems. It has recently entered into a joint powers agreement with the Port of Oakland, Cities of Oakland, Alameda and Hayward and County of Alameda, specifically to study problems in the Nimitz-Doolittle Corridor - the "NIMDOTS" study. Nimdots is also expected to provide local input into the pending Caltrans study of serious traffic congestion and possible means of reducing it by development of what is known as Route 61.

This study by Caltrans of possible alignments for a Route 61 expressway or freeway is of particular interest to San Leandro. ("Route 61" is the State designation for an unconstructed freeway, with no route yet determined, that generally runs north-south between the Nimitz Freeway and the Bay shoreline from Alameda/Oakland Airport area to Route 84 in Newark. The Route 61 freeway concept has existed for many years as a possible means of reducing congestion on the Nimitz Freeway. Although it would be very expensive and would have significant land use, traffic and environmental impacts, the extreme congestion on the Nimitz Freeway has made the State and impacted communities more willing to consider it. As a result of recent Federal legislation (H.R.2), funding for route alternative studies and related environmental analysis has been provided. In 1988, Caltrans initiated the studies, which may take two to three years. The studies will provide for input from San Leandro and other affected communities.

Although Route 61 is a major regional State route and alignment planning is a responsibility of Caltrans, San Leandro has developed a possible alignment through the City that minimizes land use and traffic impacts on San Leandro. This recommendation was developed by a committee appointed by the City Council, composed of representation of the areas of the City most affected and known as the Grass Roots Action Board - Traffic Advisory Committee (GRAB-TAC). The GRAB-TAC recommended alignment has been endorsed by the City Council as the City's preferred solution to this regional problem, pending further information from the upcoming Caltrans study.

The alignment calls for extension of Route 61 south from its present alignment on Doolittle Drive, north of Davis Street, to the Southern Pacific Railroad and then south along the railroad on an overhead structure to a point south of the flood control channel below Farallon Drive, where it would swing westerly to



follow a PG&E high voltage line right-of-way through the Roberts Landing area. It would then connect to Alameda County owned right-of-way in San Lorenzo, acquired many years ago in anticipation of an expressway route serving this area. The GRAB-TAC proposal provides for connection to existing major thoroughfares only at the north end of Davis Street and at Fairway Drive. Because it focused on San Leandro the Committee did not recommend regarding connections southerly of San Leandro. The function of the route would thus be focused on moving regional traffic, both to relieve the congested Nimitz Freeway and to remove from local streets traffic that overflows on to them now when the freeway is at capacity.

After the GRAB-TAC alignment was developed and endorsed by the City Council, additional information about the environmental sensitivity of the area traversed by the PG&E right-of-way has been developed (see discussion below in the Land Use section regarding Roberts Landing). Of particular importance is the knowledge that the Roberts Landing area contains habitat used by a federally-listed endangered species, the salt marsh harvest mouse. Because of this extreme environmental sensitivity, Caltrans will have to evaluate very carefully alternative alignments in this area as part of its Route 61 and Route 238 studies.

The General Plan Circulation Element notes the GRAB-TAC recommended alignment but does not include a specific location for Routes 61 or 238 as that is appropriately a Caltrans determination. The General Plan Circulation Element does include the concept of Routes 61 and 238 and does recommend that any development that falls within their routes, as established by Caltrans, make provision for their right-of-way in development plans.

#### Traffic Volumes and Capacities

If driving habits remain the same, and if forecasted development patterns occur, overall traffic volumes on San Leandro surface streets will continue to increase. If these two conditions do not happen as predicted because of fuel shortages or changes in working and living styles, volumes will not increase as much (it is unlikely they would actually decrease). Although most City streets are not seriously congested, the City's ability to maintain streets and add capacity has been cut back. Careful analysis of traffic impacts and ways to pay for them have been analyzed as part of the comprehensive update of the City's Master Plan of Streets. Projected traffic volumes developed in the Master Plan of Streets study are shown in Figure V-2.

For the most part, San Leandro's local street system provides adequate circulation and access for the community. As traffic expands, certain streets and intersections will require various types of widening, intersection improvements and traffic controls to assure smooth flow of traffic. The Master Plan of Streets is the primary document describing the circulation requirements of the City and, by reference, forms the local street part of the General Plan Circulation Element. The City will also continue to use its power to adopt future right-of-way lines (plan lines) to protect needed right-of-way from development which could render it excessively expensive later. It will also continue to require street frontage improvements as a condition of development. The Master Plan of Streets also provides the basis for requirement that new development pay traffic impact fees to help pay the costs of accommodating increases in traffic which they generate.



**FIGURE V-2 - TRAFFIC VOLUMES**

Streets	To - From	Daily Traffic Volume	
		1986	2000
Alvarado St.	Thornton - Marina	6,000	10,000
	Marina - Fremont	16,000	18,000
Bancroft Ave.	North City limits - Dutton	10,000	12,000
	Dutton - Estudillo	13,000	16,000
	Estudillo - 136th Ave.	13,000	14,000
	136th Ave. - East 14th	7,000	8,000
Callan Ave.	East 14th - Bancroft	11,000	15,000
Davis St.	West end - Doolittle	6,000	8,500
	Doolittle - I-880	20,000	35,000
	I-880 - San Leandro Blvd.	25,000	37,000
Doolittle Dr.	North City Limit - Davis	23,000	
	Davis - Marina	21,000	*
	Marina - Fairway	15,000	
	Fairway - Farallon	13,000	
Dutton Ave.	East 14th - MacArthur	8,000	10,000
East 14th St.	North City limit - Davis	21,000	23,000
	Davis - San Leandro Blvd.	18,000	23,000
	San Leandro Blvd. - Hesperian	25,000	35,000
	Hesperian - South City Limit	22,000	27,000
Estudillo Ave.	East 14th - Huff	9,000	10,000
	Huff - Bancroft	11,000	14,000
	Bancroft - MacArthur	13,000	16,000
Fairway Dr.	Doolittle - Merced	9,000	18,000
	Merced - Aladdin	3,000	10,000
Farnsworth St.	Lewelling - Manor	5,000	6,000
	Manor - Corvallis	8,000	10,000
Fairmont Dr.	Hesperian - East 14th	19,000	24,000
Floresta Blvd.	Corvallis - Fremont	11,000	13,000
	Fremont - Washington	20,000	27,000
Halcyon Dr.	Washington - Hesperian	19,000	26,000

\*Projections depend on growth and circulation assumptions.





FIGURE V-2 - TRAFFIC VOLUMES (cont.)

Streets	To - From	Daily Traffic Volume	
		1986	2000
Hesperian Blvd.	East 14th - Halcyon	17,000	24,000
	Halcyon - Bayfair Dr.	22,000	27,000
	Bayfair Dr. - SR-238	25,000	31,000
	SR-238 - Lewelling	35,000	40,000
Lewelling Blvd.	Wicks - Farnsworth	13,000	29,000
	Farnsworth - Washington	19,000	36,000
	Washington - Hesperian	14,000	29,000
Manor Blvd.	Wicks - Kesterson	8,500	11,500
Marina Blvd.	Neptune - Doolittle	9,000	12,000
	Doolittle - Merced	16,000	23,000
	Merced - I-880	40,000	50,000
	I-880 - Alvarado	24,000	32,000
	Alvarado - San Leandro Blvd.	17,000	23,000
San Leandro Blvd.	North City limit - Davis	19,000	26,000
	Davis - Washington	17,000	24,000
	Washington - East 14th	11,000	16,000
Sybil Ave.	East 14th - Bancroft	5,000	5,500
	Bancroft - Grand	7,500	8,500
Washington Ave.	West Juana - San Leandro Blvd.	9,000	11,000
	San Leandro Blvd. - Halcyon	18,000	25,000
	Halcyon - Lewelling	24,000	28,000
	Lewelling - South City Limit	26,000	33,000
Wicks Blvd.	Merced - Farallon	10,000	13,000
	Farallon - Manor	16,000	22,000
	Manor - Lewelling	11,000	15,000
Williams St.	Doolittle - Merced	8,000	10,000
	Merced - San Leandro Blvd.	11,000	13,000
	San Leandro Blvd. - Washington	3,600	4,600
143rd Ave.	Washington - East 14th	5,000	7,500
150th Ave.	East 14th - I-880	15,000	18,000





The Master Plan of City Streets identifies a number of extensions of streets necessary to provide for adequate circulation. These are (1) The extension of Fairway Drive over the Nimitz Freeway to connect with Aladdin Avenue improve crosstown circulation, a significant City problem; (2) The extension of Teagarden Street between Aladdin and Montague Avenues, plus re-aligning it to intersect Wayne Avenue at Marina Boulevard; (3) The extension of Alvarado Street to connect present sections of the street between West Estudillo and Thornton Avenues and north from Antonio Street to provide access to the Peralta area; (4) Improvement of the private Eden Road, southerly of Doolittle Drive to connect to west Davis Street as access for the lower Davis Street area; and (5) The extensions southerly of Doolittle Drive and westerly of Lewelling Boulevard into the Citation-Roberts Landing area described in the Land Use section. This extension is necessary to both provide access to new development this area and to provide adequate emergency access from several points.

One local circulation problem for which the Master Plan of City Streets does not identify a recommended solution is the difficulty in east-west crosstown circulation. The costs and impacts of any of the possible alternatives for an east-west roadway would be very substantial. The Master Plan recommends continued study of this problem. If it becomes substantially worse the desirability of pursuing a feasible alignment will increase.

### Traffic Accidents

In spite of a general downtrend in accidents from 1976 to 1984, there is still a significant number of accidents occurring in San Leandro.

In order to develop a program to reduce accident problems the City hired a transportation consulting firm to identify, analyze and determine improvement costs of accident locations in San Leandro. Total estimated cost of the recommended improvements at 76 identified locations was \$704,000.

The recommended improvements are now being carried out on a priority schedule, depending on:

- Availability of outside funding
- Availability of City funding
- Manpower availability of City personnel

### **PARKING**

Parking has been considered a necessary integral part of every new development project since the 1950's. However, parking requirements have tended to lag behind need with the result that in some older areas there are parking problems related to office, apartment, and various retail and industrial uses. Requirements for restaurants, offices and multi-family dwellings have all been increased in recent years. The fact that adequate parking is often not available when older sites are upgraded or changed in character makes such changes more complicated, and potentially more costly, than development of vacant land.



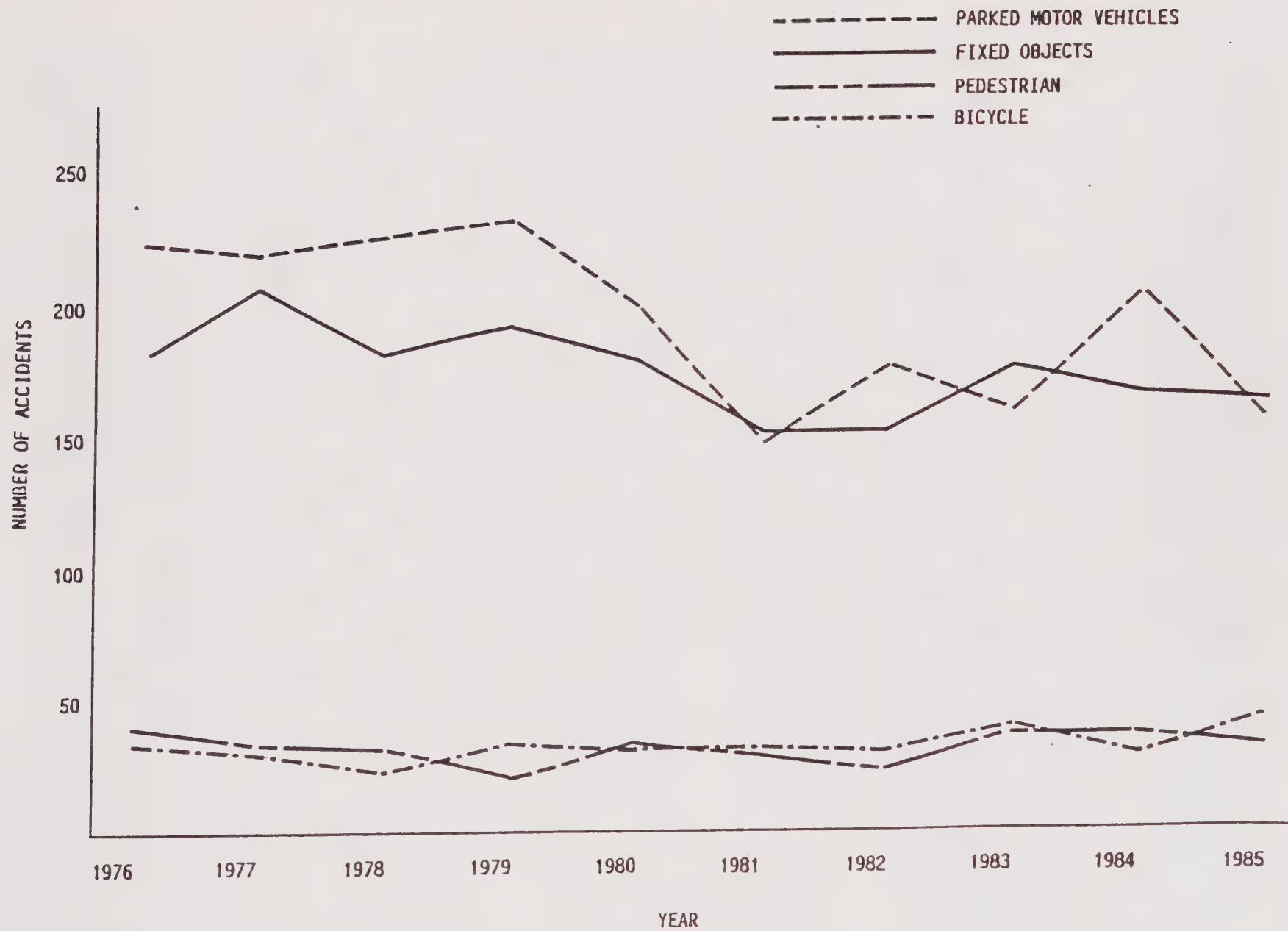


FIGURE V-3: ACCIDENT RATES IN SAN LEANDRO





In residential areas parking of large vehicles in areas not designed for them is another problem created largely by the proliferation of recreational vehicles and overnight parking of large trucks. The City has adopted ordinances to reduce these problems. These ordinances implement several policies regarding the use of public streets for parking, the most important of which are the following:

- Parking shall not be permitted where resulting reduction in sight distance or width of traveled roadway is considered unsafe.
- Parking in residential areas shall be confined to residential vehicles.

A second type of parking problem occurs on major streets where on-street parking must be removed to increase a street's capacity to carry moving traffic. This is most difficult in older commercial areas where no off-street parking was provided by property owners but parking removal may nonetheless be necessary. The basic City position in this regard is that the primary purpose of a street is to carry traffic. While all reasonable alternatives will always be explored in such cases, the City policy is:

- Provision of adequate parking for both customers and employees in commercial and industrial areas is the responsibility of the property owner/tenant. Parking will not be permitted where it significantly reduces the ability of a street to meet its primary purpose of carrying moving traffic.

The provision of parking is critical in the downtown area. Redevelopment activity has permitted greatly increased density of development during the past 20 years and the Redevelopment Agency accepted the primary responsibility for providing customer parking. Some employee parking has been provided, but while customer parking is free, employee parking is not. The cost of providing an employee parking space downtown is now higher than almost all employees can afford. The alternatives are few:

- Provide more parking, with financial participation by both employers and employees.
- Develop greater use of public transportation.
- Develop peripheral parking, with access to the downtown by foot, bicycle or some form of shuttle.

In fact, all of these approaches are likely to be necessary as the level of business activity downtown continues to increase. The City of San Leandro will explore economically feasible options for increased parking near the downtown area.

#### **TRANSPORTATION SYSTEMS MANAGEMENT (TSM)**

Although fuel prices had dropped when this General Plan was prepared, the long term prognosis is for more expensive fuel and less certain supplies of fuel. Transportation Systems Management (TSM) alternatives to the individual automobile, particularly as a commute vehicle, can help in many ways.

Preferential parking, compact car parking, van pools, shuttle systems, public transit passes, location of employment centers near public transit hubs, and other techniques can reduce the amount of land and money that presently must be dedicated to parking automobiles. To the extent such systems can be shown to realistically reduce the need for parking on a very long term basis, the City will reduce the requirement for parking.

Increased traffic congestion, including significant expansion of peak hour periods and congestion at off-peak times, has become one of the most important concerns within the San Francisco Bay Area. Polls conducted by the Bay Area Council in recent years have rated it the area's number one problem. The TSM techniques that reduce parking demand also reduce vehicle miles traveled and thus reduce traffic congestion while saving energy and cutting down air pollution. These and other TSM techniques, such as use of "flex-time" and staggered work hours, multiple shifts or twenty-four hour operations, and "work-at-home" jobs, can all help to reduce peak period travel.

Although the development of effective TSM programs on a widespread basis is a staff-intensive effort, many companies and business groupings can make at least some effort in achieving TSM. The City encourages the development and use of any TSM techniques which can effectively reduce travel, peak period congestion and/or need for parking. The City will support efforts within the business community in San Leandro and the Bay Area in general to develop TSM programs. When feasible, TSM requirements will be incorporated into development approvals as a means of helping to mitigate traffic impacts and traffic congestion.

## TRANSIT SERVICES

San Leandro is well served by regional and local mass transit systems:

- The Bay Area Rapid Transit District (BART) has two stations, San Leandro and Bayfair, serving the city, and has connecting service to the Oakland International Airport and AMTRAK, as well as connection points with major surface transit systems serving the entire Bay Area.

In addition to the present BART service, the District is planning an extension of service via new line from the Bayfair station to Castro Valley and Dublin and, eventually, to Livermore. Substantial funding for the Dublin portion was provided by the recently approved County-wide "Measure B" one-half cent sales tax approval. When open in five to seven years, the extension will make the Bayfair area an even more accessible location within the Southern Alameda County region.

- Alameda-Contra Costa Transit (AC Transit) has local and connecting routes, express commute service to and from Oakland and San Francisco, and BART feeder service.
- Greyhound Bus and Peerless Stage offer interstate and intrastate service from the local terminal across from the San Leandro BART station.



Overall transit ridership had been increasing about five percent annually for BART and AC Transit for their entire service areas until recent drops in fuel cost and the fare increases led to some decline in ridership. Users of mass transit within San Leandro reflect a pattern also. Figure V-4 shows BART ridership for the years 1975 and 1979 with an overall increase of about 20 percent. Map 18 shows BART and AC Transit service in San Leandro.

## **LONG DISTANCE TRANSPORTATION MODES**

San Leandro is affected by four major modes of long distance transportation, rail, air, sea and interstate highway. All of these play a significant role in San Leandro's economy and are an important part of its basic economic strength.

### Rail

At present there are three major rail lines traversing the City: two Santa Fe/Southern Pacific (SPRR) lines and one Union Pacific (UPRR) line (formerly Western Pacific Railroad). These lines serve the large industrial area in San Leandro and link it with the Port of Oakland, other East Bay industrial areas and with the rest of the State and the Nation.

There have been proposals to consolidate the SPRR and UPRR lines through part of central San Leandro. Although these are very preliminary, San Leandro would benefit from such a consolidation. Some railroad grade crossings would be eliminated and access to the San Leandro BART station would be improved.

### Air

Oakland International Airport is approximately three miles from central San Leandro. The airport approach for the main runway closely parallels the shoreline, and the general aviation North Field approach is over the northwesterly portion of the City. The Port of Oakland, the administrative authority for the airport, is expanding the facility to accommodate a larger share of future Bay Area air traffic. Most of the increase would be interstate and intrastate rather than international. When air traffic does increase, San Leandro will be impacted by more noise, more vehicle traffic, and more hazard from an aircraft accident. The benefit will be access to a wider variety of air services.

### Sea

The San Francisco Bay Area is a major seaport served by a large number of lines from all parts of the world. The Port of Oakland and provide facilities at various locations in Oakland and Alameda provide up-to-date freight handling and shipping convenient to San Leandro businesses.



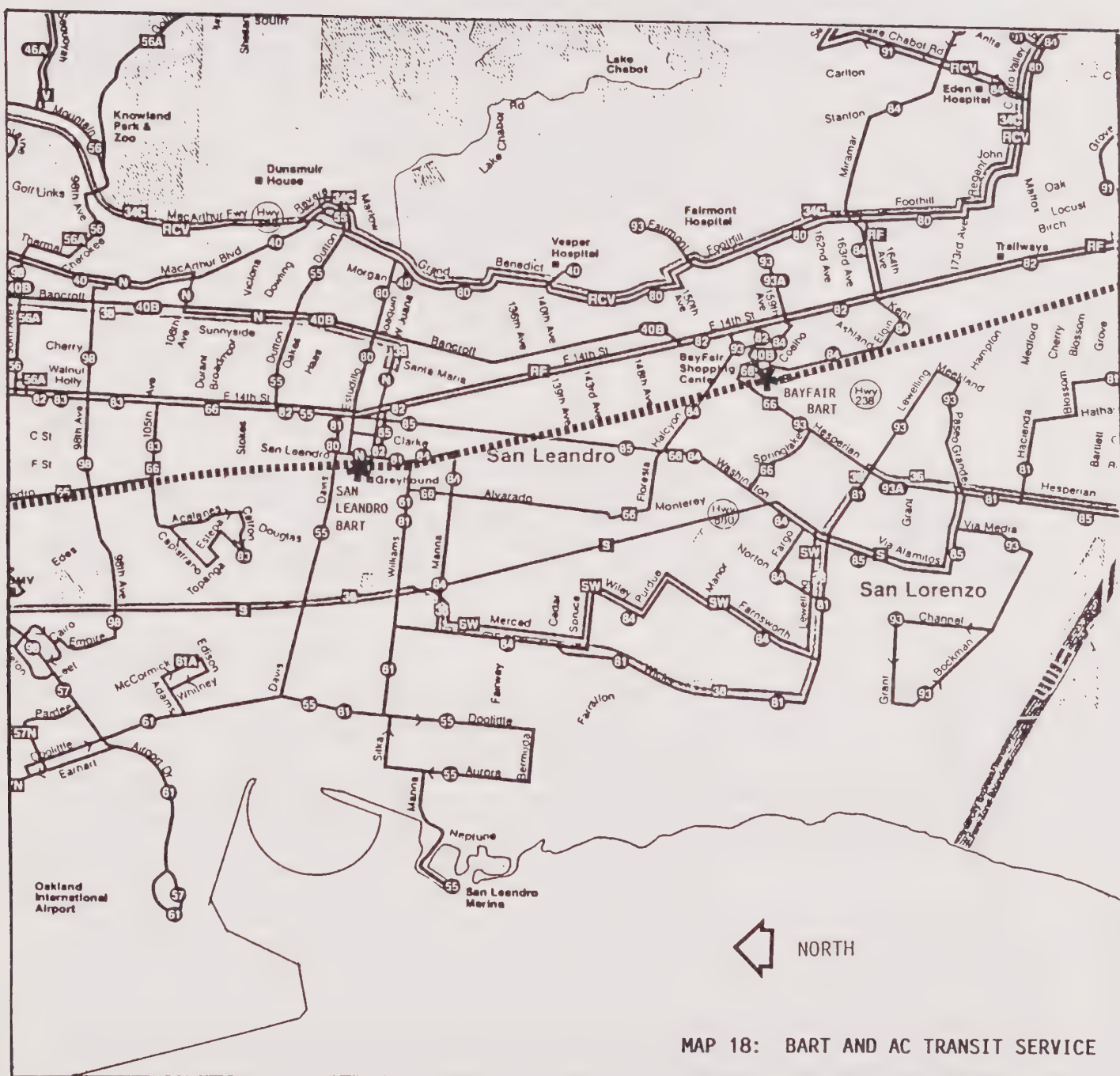
**FIGURE V-4: BART STATION PATRONAGE\***  
**Calendar 1986 (8 months)**  
**Typical Weekday, Saturday, and Sunday**

Station of Origin	Weekday	Saturday	Sunday
Montgomery Street	21,700	5,100	2,500
Embarcadero	21,400	6,400	3,600
Powell Street	15,100	11,700	5,600
Civic Center	11,200	5,000	3,000
Berkeley	7,800	4,800	3,000
Daly City	7,600	3,000	1,800
Balboa Park	7,400	1,500	900
19th Street Oakland	6,800	2,000	1,000
24th Street Mission	6,700	2,700	1,500
12th Street Oakland	6,600	3,100	2,400
Concord	6,200	2,100	1,600
16th Street Mission	4,800	2,000	1,200
Glen Park	4,600	1,400	900
Walnut Creek	4,500	1,500	1,000
Fremont	4,400	2,700	1,700
El Cerrito Del Norte	4,400	1,600	1,000
Pleasant Hill	4,300	1,000	500
Fruitvale	4,200	2,300	1,300
Hayward	3,900	1,700	1,000
<b>Bay Fair</b>	<b>3,900</b>	<b>1,700</b>	<b>1,100</b>
Coliseum	3,300	1,600	1,100
MacArthur	3,300	1,700	1,000
Oakland West	3,100	1,000	400
Union City	3,100	1,200	700
Rockridge	3,100	1,400	900
<b>San Leandro</b>	<b>3,000</b>	<b>1,300</b>	<b>800</b>
Lake Merritt	3,000	1,000	500
Lafayette	2,700	700	400
El Cerrito Plaza	2,400	1,200	700
Richmond	2,300	1,200	800
Orinda	2,300	600	300
South Hayward	2,200	900	500
Ashby	2,100	1,300	800
North Berkeley	2,100	1,100	600
<b>Total</b>	<b>195,500</b>	<b>79,500</b>	<b>46,100</b>

\* Includes BART/MUNI Fast Pass











## Interstate Highways

San Leandro is linked directly to the U.S. Interstate Highway System by Interstates 580 and the Nimitz Freeway, formerly State Route 17 and recently added to the Interstate system as Route 880. These routes provide direct access to the entire state. As with the railroads, the highway connections from the East Bay have the advantage of shorter travel time and distance to most points compared to the West Bay.

## **SPECIAL TRANSPORTATION NEEDS**

A portion of San Leandro's population is considered to be transportation handicapped; that is, people who do not have cars or are not able to drive. This would include the disabled, the very elderly, and the poor. In a 1977 AC Transit survey, it was determined that there were 2,370 households, or about 4,000 people, in San Leandro considered transportation handicapped.

To meet the needs of these citizens there are a number of services available, including:

### Regional Transportation Services

There is a Bay Region Discount Card available to senior adults and the physically handicapped allowing reduction in fares on transit systems in the Bay Area. AC Transit has been increasing the number of buses in its fleet equipped with lifts. Some of these buses are in service along the major lines through San Leandro. BART has equipped most of its stations with elevators and escalators. Its safety program gives priority to the evacuation of the handicapped.

### Local Transportation Services

The Metropolitan Transportation Commission (MTC) has awarded grants to the City to provide a subsidized transportation program to supply taxi and lift-equipped van service to senior adults and handicapped residents. Use of this subsidized service is restricted to destinations within the city and to neighboring communities for medical, shopping and other essential services. In 1987, this service reached approximately 550 transportation handicapped residents, providing about 1,400 subsidized rides per month. The City's Volunteer Worker program also provides some assistance to the elderly and handicapped.

The Bay Area Transportation Corporation, based in Hayward, receives limited Federal Older American Act funds for a program to assist persons over 60 with transportation needs. This provides some additional help to San Leandrans.

Code requirements for parking stalls for the handicapped and provision of barrier-free access to buildings serving the public have greatly increased the ability of handicapped persons to move around the community and to obtain many goods and services formerly unavailable. In spite of these services, the majority of the transportation handicapped are without public assistance in getting around, and they must depend on family and friends or do without. The

need is there and both regional and local systems should make serving it a priority. The critical problem is continued financial support in the face of local, state and federal budget restrictions.

## **BICYCLES**

The City is interested in increased provision for bicycle facilities and bike-ways throughout San Leandro as an energy conservation measure and a traffic and pollution mitigation measure. In the downtown redevelopment area, bicycle racks have been provided to encourage shoppers and workers to use bikes. As street improvements are made, bikeways are being added within the right-of-way, such as on the Maltester-Polvorosa overpass on Davis Street and on widened Doolittle Drive.

## **PEDESTRIAN FACILITIES**

Pedestrian facilities in the city are generally adequate, and in no area is it especially difficult for pedestrians to get around. Along the shoreline and in the Marina there are over three miles of walkways with more planned to cover the length of the shoreline. In the downtown redevelopment area, mixed commercial and residential uses are being developed so as to facilitate walking. In large residential developments, walkways throughout are encouraged early in the design process. Access ramps at street intersections and public facilities have been constructed at numerous locations in the downtown and elsewhere to improve access for handicapped persons.

## **WASTE DISPOSAL**

### Liquid Waste

San Leandro is served by two water pollution control facilities. The part of the City generally lying north of 135th Avenue, Aladdin Avenue and Alameda County Flood Control and Water Conservation District Canals 9-D and 2-A is served by the San Leandro system. The southerly part of the City is served by the Oro Loma Sanitary District plant which also serves the unincorporated areas of Alameda County between San Leandro and Hayward, including Castro Valley.

### San Leandro System

San Leandro has had a long history of continuing improvements to waste water treatment and disposal facilities than the City of San Leandro. In 1939, San Leandro constructed its initial waste water treatment plant at the westerly end of Davis Street. Since then many changes have occurred to increase the need for elaborate waste water treatment and disposal facilities. These changes were the result of:

- Increasing population and industrial growth, with associated increases in waste water volumes and a wider range of waste materials.
- Physical changes in the receiving waters primarily due to the fill construction of Oakland International Airport and Oakland Scavenger Company restricting the dilution area for San Leandro effluent.

- More restrictive disposal requirements established by the Regional Water Quality Control Board (RWQCB) and the Federal Government.

To meet the changes, the City has made a series of improvements to the initial waste treatment and disposal facilities on a pay-as-you-go basis. In 1966, a Long Range Plan was designed to anticipate full development of the service area by the year 2000. The earlier phases of this Plan have been completed.

However, the later phases have been superseded by the need to satisfy even more stringent water quality management objectives created by enactment of the Federal Water Pollution Control Act in 1972. Consequently, a revised plan was prepared through the consolidated efforts of several East Bay dischargers: the cities of Hayward and San Leandro, Oro Loma, Castro Valley, and Union Sanitary Districts, and the California Water Resources Board.

This plan is known as the East Bay Dischargers Authority (EBDA) Water Quality Management Program. The basic element of this plan is to retain all of the existing treatment facilities and connect them to a single dechlorination facility, with an outfall from it discharging into the deep water of the Bay. This larger system, known as the "Super Sewer", is now in operation serving southern Alameda County.

#### Oro Loma System

The Oro Loma treatment plant is located at the westerly end of Grant Avenue in San Lorenzo, immediately south of San Leandro. It is newer than the San Leandro system and similarly provides a high level of service and treatment for its service area. As noted above, this district is in partnership with San Leandro in the East Bay Dischargers Water Quality Management Program and waste discharge regulations are uniform.

#### Solid Waste

San Leandro is part of the Alameda County Waste Management Authority (ACWMA) and is operating under ACWMA's Solid Waste Management Plan adopted in 1982. This Plan was developed to meet the growing problem of disposal of solid waste once the existing landfills had reached capacity. Due to concern over the future of the Bay if more filling was attempted, technological strides in resource recovery, and the high environmental and financial costs of not recycling, the Plan proposes alternative solutions for solid waste disposal.

The first stage, now completed, provides for taking the solid waste to a transfer station where some resource recovery takes place, then taking what is left to an inland landfill. San Leandro has several collection services: the City's own refuse division, the Oakland Scavenger Company (OSC) and the commercial collection provided by San Leandro Disposal Pickup/"Handi-Can" Service. These services collect residential, commercial and non-hazardous industrial wastes and, along with private vehicles and other OSC collection trucks from other service areas, take the wastes to the large OSC Transfer Station at the westerly end of Davis Street. After some reclamation of materials long-haul vehicles then take the remaining wastes to the Altamont landfill near Livermore.



The second stage under the County Plan calls for substantially greater resource recovery than is now undertaken. This could be accomplished by recovery of ferrous metals, glass and aluminum, and burning of combustible garbage as a fuel for generating electric power. The City of Alameda Bureau of Electricity developed a proposal to do this at the Davis Street transfer station but has not pursued the concept. Although resource recovery and energy conversion are desirable goals, there are potential serious adverse environmental impacts that could result from such a plant. Also, there are uncertainties as to whether such plants can operate consistently and are financially feasible. However, the question of whether a plant of the type proposed by the City of Alameda is an appropriate way to reach those goals cannot be answered until the necessary environmental, fiscal, economic and land use issues are thoroughly analyzed.

### Hazardous Waste

A hazardous substance is one capable of causing severe injury, illness or death via skin contact, inhalation, ingestion or improper disposal. Contamination of soils and surface and ground waters as well as injury to wildlife may also result from improper and uncontrolled land disposal. These substances include those that are toxic, corrosive, flammable, irritating, radioactive and infectious.

Hazardous or toxic materials are found widely throughout our society - in homes, offices, commercial, industrial and institutional uses. For the most part these materials are stored, used and disposed of without presenting serious risks to people or the environment. However, as the gross volume of such materials increases and our knowledge of, and concern about them increases, the problem of proper disposal of hazardous and toxic wastes has grown in significance. The problem is especially significant in Alameda County because the County now has no licensed Class II or Class III disposal sites for toxic or hazardous waste. Waste is now shipped to distant locations in other counties or States or illegally disposed of.

In recognition of this the State legislature requires cities and counties to develop plans for the safe disposition of hazardous and toxic wastes ("Tanner Bill" - AB2948). As provided for in the bill, Alameda County has opted to develop a county-wide Hazardous Waste Management Plan for the County and all cities in it. The Plan is being prepared under the auspices of the Alameda County Waste Management Authority (ACWMA) which is made up of City and County representatives. The plan being prepared will include:

- ° An analysis of the amounts and types of wastes generated.
- ° An analysis of the potential for waste reduction.
- ° A determination of the need for additional hazardous waste facilities.
- ° Development of a new land use planning process to site the needed facilities for waste treatment or disposal.

The Plan will contain goals, objectives and policies for management of hazardous waste through the year 2000 and will be subject to future review and updating. The Tanner Bill requires that cities within a county which has adopted such a Plan must either a) incorporate the County Plan into the City's General Plan or, b) by ordinance require that land use decisions be consistent with the portion of the Plan identifying specific sites or siting criteria for hazardous waste facilities.

The possibility of locating a hazardous waste facility in a community, whether it is for processing, detoxifying, collection and transfer or permanent disposal, can be difficult for the community to accept. The County-wide Plan is directed at making such decisions in the best possible manner and to consider the conflicting interests. The availability of properly operated hazardous waste facilities reduces the cost to residents, businesses and industry which must dispose of materials that cannot be legally or safely disposed of as normal refuse. It also reduces greatly the likelihood that illegal disposal will expose many more people, often unknowingly, to serious risk.

Because the County-wide plan is not yet completed and adopted, it will be necessary for San Leandro to take one of the two actions noted above after the Plan is adopted. In addition to policies and siting criteria incorporated into the County-wide plan, the City will retain its present zoning controls which require a conditional use approval for any facility generating or processing significant quantities of hazardous or toxic materials or wastes.

## UTILITY SERVICES

### Water

With the exception of a few private wells, all water used in the City is provided by the East Bay Municipal Utility District (EBMUD). The City works closely with the District to assure that adequate water service is maintained for all needs, including domestic use, commercial and industrial processing and fire suppression. Part IV contains the City's policies supporting efforts to conserve water as a natural resource.

### Gas and Electricity

The Pacific Gas and Electric Company (PG&E) is franchised to provide these essential services. The City and utility company coordinate on the use of City public streets as utility rights-of-way for distribution of services. As with water conservation, conservation of energy is an important City policy.

For many years the City has had an active program of placing overhead electric distribution lines underground. The City's Underground Utilities Master Plan designates future undergrounding areas for the next 50 years and requires financial contribution by new development towards completing the plan. The implementing of undergrounding in accord with the plan is an integral part of

the City's strategy to improving the appearance of major streets and critical areas.

### Cable Television

The City franchises United Cable TV, Inc. to provide this service to residents/businesses and encourages extension of the system as a useful means of improving communication. The City uses the system directly at times for communicating with the public and describing and explaining City services.

## **SCHOOLS AND LIBRARIES**

### Schools

Two public school systems and several private schools provide educational facilities through the high school level for San Leandro residents. Nearby Chabot Junior College provides a variety of post-high school courses for all ages and other college and university level courses are available at numerous institutions around San Francisco Bay.

The very substantial decline in school enrollment in recent years led to closure of a number of elementary and high schools in San Leandro as elsewhere. The City has cooperated with both the San Lorenzo Unified and San Leandro Unified School Districts to develop approaches to re-use of closed school sites. Specific zoning ordinance changes were made to broaden allowable uses so sites could be leased or otherwise re-used pending possible need for reopening them. The City and the school districts have exchanged demographic information in an effort to forecast more accurately school facility needs. This exchange has helped identify changes in number of births which portend some increases in entering class enrollments for the next five or more years. As discussed in Part IV, Historic and Cultural Resources, the City also works closely with the school districts to develop facilities and programs to make joint use of City or District recreation facilities.

Although school enrollment is down from previous peaks, capacity has been reduced also and any sudden surge in enrollment could require new school construction. This could occur if new development in a large, undeveloped area, such as the Roberts Landing or Fairmont Hills area, or cumulative smaller developments elsewhere were to result in a significant number of new school age children. Under recent changes in State law, the San Leandro and San Lorenzo School Districts have established a school impact fee for all new developments within their Districts. These fees can be used to meet the capital costs for the new school facilities necessitated by new development.

The significance to San Leandro of school sites, programs and educational quality make the need for close City - school cooperation very important.



### Community Library Center and Branches

The City of San Leandro operates its own library system, with the main library at the Community Library Center in downtown San Leandro as well as branches in Washington Manor and the Mulford Gardens-Marina Faire area. The Community Library Center also has rooms for use by community groups and organizations and for classes of many kinds. The Center was expanded to provide a Senior Meeting Facility primarily to meet the needs of the large population of older San Leandrans. As noted above in Section IV (p. 51-52), the City recently completed a special needs assessment for community facilities. That study showed a need for additional large multi-purpose space for community meetings or public forums, larger organization functions. Policies relating to City actions to obtain such spaces are included in Section IV.

### Parks and Playgrounds

The City's extensive array of park and playground facilities is described in more detail in Part IV, Parks and Recreation. Use of facilities tends to vary over time in response to demographic and cultural changes, but most receive substantial use and some, like the Marina Park, are very heavily used. Constant maintenance and replacement of facilities is essential if the City's recreation facilities are to continue to meet community needs.

### Public Safety and Public Service Facilities

The City operates five fire stations plus the Public Safety Building headquarters for the Police and Fire Departments. The City's new Public Works Service Center provides a base for vehicle repair and maintenance, street, park and building maintenance crews and equipment, refuse collection, and the "Emergency Operations Center" for disaster response efforts. These services will require substantial continuing investment in vehicles, communications systems, and special equipment and buildings if they are to be kept at a high level of readiness and performance. The City reviews these facilities and, as necessary, makes changes and expansions to serve community needs.

## **CITY GOALS AND POLICIES RELATED TO PHYSICAL FACILITIES**

### Overall Goals

Providing and maintaining the wide array of public utility and public buildings and facilities needed to support an urban community has become a formidable task. The job is shared by many public agencies and public utilities, but the City has a large responsibility for those that serve the local area. The City's overall goals in this area are:

- ° To provide and maintain public buildings and facilities at a high level in order to meet its public service obligations.

- ° To accommodate local traffic needs and to do its fair share toward resolving regional traffic problems while balancing those responsibilities with the need to preserve the key quality of life factors for San Leandro.

Policies related to these goals focus mainly on assuring that basic public functions are maintained which, in turn, is essential to the economic vitality of a City. Policies addressing specific areas of public service also relate to various other key issues.

#### Key Issues for the Future

- A) Neighborhood and Land Use Integrity
- B) Community Cohesiveness
- C) Appearance and Identity
- D) Security
- E) Social and Cultural Life
- F) Economic Vitality and Opportunity

#### Policies

- |          |   |
|----------|---|
| A thru F | 1. Maintain City facilities, including streets, parks, buildings and utility lines and facilities at as high a level as possible consistent with the City's ability to pay the costs of doing so.   |
| B and E  | 2. Coordinate with school districts to maximize benefits of joint City-District use of property and facilities. Continue cooperation with school districts, private schools, and other providers of education and training services benefitting San Leandro residents, employees and employers. |
| B and E  | 3. Provide library services and community meeting facilities to benefit local residents and organizations.  |
|          | 4. Provide that new development pays for its impacts on street capacity and operations through fees related to the traffic generation of the development or through specific requirements or conditions attached to development approach.   |
| A and F  | 5. Within available means, maintain an efficient street system throughout the community to meet present and future local traffic needs.   |
| F        | 6. Coordinate with nearby public agencies, the Metropolitan Transportation Commission & Caltrans on means of addressing traffic and transportation problems on an area-wide basis.  |

- A and D      7. Pursue means of reducing the risk of traffic accidents throughout the community.
- A              8. Insure adequate on-site parking for all new development.
- A, C, F      9. Work with governmental agencies and major transportation and utility companies to reduce adverse impacts of their facilities on the community.
- F              10. Increase the convenience and attractiveness of transit facilities and, where appropriate, require new development to provide for convenient use of mass transit systems.
- F              11. Support local and regional transit services as a means to provide mobility and decrease traffic volumes, pollution and fuel consumption.
- F              12. Encourage local employers or groups of employers to use as many Transportation System Management (TSM) techniques as feasible to help reduce peak hour vehicle travel; such techniques, including encouraging or financially supporting use of mass transit, car or van pools, bicycles or walking to work, shuttle systems, staggered or flex-time work hours, etc., may be made a condition of development approvals.
- 13. Respond to the transportation needs of all segments of the community, including the handicapped, elderly, low income and children.
- 14. Where feasible, encourage walking and use of bicycles.
- F              15. Coordinate with regional solid and liquid waste agencies to insure optimum service with minimum adverse environmental impacts.
- F              16. Upon adoption by Alameda County and local jurisdictions within the County, incorporate the appropriate components of the Alameda County Hazardous Waste Management Plan into this General Plan, in accordance with State law.
- F              17. Encourage extension and maintenance of water, electricity, gas and cable television services to the community.







# HOUSING



Home of Thomas W. Mulford, circa 1890,  
early resident Mulford Gardens Area.







# HOUSING

## INTRODUCTION

Part II of the General Plan contains descriptive data on the demographic, employment, and housing characteristics of San Leandro relating generally to planning in San Leandro and specifically to housing planning. That data plus the following section on housing together make up the Housing Element of the General Plan. A summary of some important housing related data has been inserted here (Figure V-5) for quick reference.

The Housing Element differs in format from the rest of the General Plan. This is made necessary by State legislation which codifies very specific housing element requirements, beginning at Section 65580 of the California Government Code. The general requirement of the law is:

"... the housing element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives and scheduled programs for the preservation, improvement and development of housing."

Housing elements in local General Plans must contain a five-year needs projection and plan and must also be updated not less than every five years. To retain the regional framework for housing need, each metropolitan area's council of governments (Association of Bay Area Governments [ABAG] for San Leandro) establishes and updates regional housing need information on the same basis.

## DEFINITIONS

In order to clarify certain of the concepts identified in State law, it is useful to define key terms. In addressing "economic levels," the following range is used:

Very low income -	50 percent or below, of regional median income
Low income -	51 percent to 80 percent of regional median income
Moderate income -	81 percent to 120 percent of regional median income
Above moderate income -	over 120 percent of regional median income



# FIGURE V-5: SAN LEANDRO POPULATION CHANGES AT A GLANCE

Household Size: dropped from 3.28 to 2.34 (1960-1980)

Median Age: rose from 30.7 to 40.3 years (1960-1980)

Population: decreased 3% to 63,952 (1960-1980)

# of Dwelling Units: increased by 27% to 28,080 (1960-1980)

(About 1/2 of this increase was single-family or condominium construction. Owner-occupied units dropped from 66% to 62% of all units.)

Racial & Ethnic Minorities: (1980)

American Indian, Blacks, Asians, Others 12.7%

Spanish (non-European) 13 %

Total Racial & Ethnic Minorities 25.7%

(33% of all children under 17 were of Spanish origin or other minority.)

Households: (1980)

Two-thirds (2/3) of population lives in households containing 1 or 2 persons.

Persons 65 or older are heads of households in one-fourth (1/4) of households.

Persons 60 or older are present in 40% of households.

School Age children are present in only one-fourth (1/4) of households.

Vacancy Rate: 3 to 3.5% (mostly more expensive units) (1988 ABAG est.)

Median Rent: \$500 per month (1987 ABAG est.)

Median Sale Price: Non-condominium homes - \$135,900 (1987 Survey)

Source: 1980 Census/ABAG

Estimated Households & Housing Units - January 1, 1988

Households: 29,235 Housing Units: 30,145 Population: 67,053

Source: State Department of Finance





Affordable housing - the standard for "affordability" used by the U.S. Department of Housing and Urban Development (HUD) is "30% of income", i.e., it has been presumed that a household spending over 30% of gross income for housing must sacrifice spending for other necessities of life such as food, clothing, health care, etc. Previously a 25% figure was used, but it is now recognized that 25% is no longer realistic and, in fact, 30% may be low for many small households. The 25% figure, however, is used by the State Department of Housing and Community Development (HCD).

#### Notes on Income Definitions

The Federal Department of Housing and Urban Development (HUD) calculates the median income level of a family of four for each statistical area in the country. This median income is then mathematically adjusted to establish the regional median incomes of larger and smaller households (24 CFR 860). Median income for a household of four in the Oakland PMSA (Primary Metropolitan Statistical Area) was \$41,100 on January 15, 1988.

Income levels are established as percentages of median income. The definitions used above are the State of California definitions. Federal definitions set forth in the following income level summary.

Since large families have greater expenses than small families they are considered to be of low income at much higher income levels. The eligibility income in Figure V-6 for a family of eight is nearly twice the eligibility income of a single person. It is, therefore, not practical to establish whether an area, such as a census tract, is of predominantly low or moderate income unless family size is properly factored into the calculation.

Further, expenses among families of the same income level are quite different. To cite the most obvious example, a household of two retired persons who have owned a home for 25 or more years and have an old mortgage with small monthly payments may have a housing cost of about \$150 per month, including taxes. A young single female head of household, with a child and a job and who must seek rental accommodations, will have either a substantially greater housing cost or substantially inferior housing quality. Yet both households may be statistically identical from an income standpoint.

Finally, costs related to housing can include other elements than rent, mortgage payment, taxes, insurance and utilities. In the example of the employed woman above, child care expenses would be involved. If an employed person lives far from his or her work, commuting costs may be significant. For instance, a person working and renting an apartment in San Leandro for \$480 per month would be considered to be "overpaying" by the 30% rule if he or she earned \$1,500 a month. Yet that same person would not be considered to be overpaying if he or she rented a similar apartment in another area for \$300 per month and spent \$180 a month commuting to a job in San Leandro. It follows that in areas like San Leandro, which provide more jobs than housing, commuting costs will tend to be low and housing costs high, and in fringe areas with long commutes, the reverse will be the case.

FIGURE V-6: INCOME ELIGIBILITY GUIDELINES FOR H.U.D. PROGRAMS JANUARY 15, 1988 - SF/OAKLAND MSA				
No. Of Persons In Household	LOWER INCOME		VERY LOW INCOME	
	Year	Month	Year	Month
1	\$22,450	\$1,871	\$15,200	\$1,267
2	25,700	2,142	17,350	1,446
3	28,900	2,408	19,550	1,629
4	32,100	2,675	21,700	1,808
5	34,100	2,842	23,450	1,954
6	36,100	3,008	25,150	2,096
7	38,100	3,175	26,900	2,242
8+	40,150	3,346	28,650	2,388
SOURCE: H.U.D./Economic and Market Analysis Office				

## IDENTIFICATION AND ANALYSIS OF EXISTING AND PROJECTED HOUSING NEEDS

The problem of determining how much "need" exists in any given locality is a complex one. Because housing consumers do not recognize local government boundaries, need must first be established on a quantitative basis at the regional or total market area level, then allocated among the various local jurisdictions. The obligation for doing this is placed on regional councils of governments, ABAG in the San Francisco Bay Area.

After this has been done, each locality must consider the need from a local qualitative perspective, i.e., how the need breaks down into "overpaying", "condition", or "size of unit", etc. in the locality which has a housing need. This approach to estimating need is required for the preparation of the Housing Assistance Plan (HAP), necessary for HUD financial assistance under the Housing & Community Development Act (HCDA).

### ABAG Regional Housing Need Estimate

Simply stated, the regional theoretical "need" estimate identifies the total number of additional housing units needed to accommodate the projected number of households in the nine county San Francisco Bay Area by 1995, plus provision for a vacancy rate which permits a reasonable equilibrium between supply and demand. The ABAG estimate does not include a figure for housing to replace units demolished or otherwise removed from the housing stock. This figure must be developed by each locality based on local conditions and is separate from the other because it is dependent on the actual number of units lost, not on demand



or growth. (The loss rate has dropped sharply in recent years due to reduced public acquisition for major projects and because increased housing values make private redevelopment more costly and rehabilitation much more attractive.) The ABAG regional needs estimate takes into account the following six factors set forth in the State legislation:

1. Market demand for housing;
2. Employment opportunities;
3. Availability of sites and public facilities;
4. Commuting problems;
5. Type and tenure of housing need; and
6. Housing needs of farm workers.

The term "need", as used in this sense, requires some explanation. Regional "need" is primarily a function of expected future demand and is based on the philosophy that whatever the housing market demand is, it should be satisfied. Constraints such as cost, land availability and growth limits are not considered in establishing total regional need. However, in allocating required needs to localities, ABAG did consider land availability and the other factors listed above. Nevertheless, in both regional need and local need forecasts, projected demand is the driving force and local goals are not considered. When localities establish their specific numerical housing objectives, they must tailor those objectives to their capacity to provide housing. To the extent that objectives fall short of need, and they often will, the shortfall must be explained and justified. If local policies are constraints to housing production they, too, must be justified.

The regional total of needed additional units has been broken down by county and locality and, as required in the legislation, subdivided into income categories - very low, low, moderate, and above moderate (See Figure V-7).

FIGURE V-7: A.B.A.G. HOUSING NEED 1988-1995

Location	BY INCOME CLASSIFICATION								1988-1995 Projected Need Total
	Very Low % No.		Low % No.		Moderate % No.		Above Moderate % No.		
Alameda Co. San Leandro*	24 25	12,185 606	16 17	8,013 412	21 21	10,560 509	39 37	19,369 899	50,127 2,425
Location	BY CATEGORY								
	Existing (1988) Need	1988-90 Projected Need	1990-1995 Projected Need		Alternative Zon. Projected Need				
Alameda Co. San Leandro*	5,664 179	12,455 672	30,662 1,753		7,010 -0-			55,791 2,425	
*San Leandro also includes the City's Sphere of Influence ("Ashland" area).									
Source: "Housing Needs Determination - San Francisco Bay Region", ABAG. (1988)									

The income distribution for each locality does not mean that each locality must seek to develop that number of new units for each income category. It is only a distribution of the total additional need by the estimated income levels of the locality. The need at these different levels can be accommodated either by use of existing housing stock or by units built specifically for the need, depending on the local housing program and the most effective use of housing assistance resources. Obviously, subsidizing new construction to meet the housing needs of very low and low-income households would require amounts of housing subsidy funds for the nine-county Bay Area that are not within any reasonable possibility.

The ABAG projected need for 1995 represents the need for a seven-year span, from January 1, 1988 to January 1, 1995. The need projection is broken down into two time periods-1988 - 1990 and 1990 - 1995. In addition, an "existing need", as of January, 1988, is included which reflects the number of additional dwelling units that would have to be available in the area to bring the vacancy rate up to 4.5% from the actual level of about 3%. This reflects the assumption that 4.5% is the minimum vacancy rate needed to provide a reasonable housing choice in the market place. The ABAG need figures also include an "alternative zoning"

projected number for jurisdictions in which present zoning is not likely to result in meeting the housing needed. This figure is zero for San Leandro.

#### Some Comments on "Need"

One of the paradoxes in the current housing dilemma is illustrated by four statements commonly heard in San Leandro and other communities:

1. "If we're going to have more jobs, we must provide more housing";
2. "If we're going to have more housing, we must provide more jobs";
3. "Young people leave San Leandro because there is nowhere here for them to live";
4. "There are too many large homes occupied by only one or two older people."

The word "need" is not a strictly measurable and objective term and attempts to measure it lead to some difficult questions: To what extent is the housing shortage one based on need or one based on desire? Is it based on deteriorated and dilapidated homes and other real measures of need or is it because people cannot afford what they would like to buy? How much governmental subsidy should be committed to satisfying social desires rather than genuine needs? If left alone, won't trends adapt to the realities of the market place?

In recent years the cost of housing, including particularly the cost of mortgage money, has risen from artificially low levels to more realistic "market" levels. These changes are causing housing consumers to reassess their housing desires in terms of how much housing is needed, where it is located and at what price. This change in public perception of how much housing is really needed is very significant in terms of need projections.

The way in which a change in public acceptance of different standards for housing could affect need can be illustrated by looking at household size changes. As noted in Figure V-5, San Leandro's average household size has dropped from 3.28 in 1960 to 2.34 in 1980. Size of dwelling units, measured in floor area, has generally increased in that same period. If there were to occur a large number of individual decisions to share housing (whether made by children delaying moving out, singles agreeing to double or triple-up more often, or elderly to move in with children) so as to reverse the decline and return household size partway back to 1960 levels, say to 2.70 persons per household, the resultant increase of only .36 persons per household, on average, could accommodate over 10,000 more residents in San Leandro with no new housing and with household sizes still well below 1960 levels.

The above figures apply to San Leandro and to other similar communities, but not everywhere, of course. Their significance is that housing need is not necessarily a simple thing to quantify and is not necessarily met just by adding new housing. More efficient use of under-used existing housing is also an important, much cheaper and more energy efficient alternative.

The ABAG housing "need" figures mandated by State law are based in part on past



trends. Those trends were begun in a time marked by a high rate of family formation, a high level of increase in single person households and relatively inexpensive housing that allowed these trends to develop. Estimating future housing needs for a totally different economic climate may be like trying to change the foot to fit the shoe. A lower, perhaps more realistic, level of demand may result in some adjustments for the housing industry and State economy, geared as they are for the pattern of the recent past. It also suggests that governments should focus their scarce resources available for housing on efforts that are consistent with the new realities. That means emphasis on rehabilitation and maintenance, home improvement, use of programs like "Section 8 existing", rent supplements, assistance to elderly and handicapped, more effective use of larger homes, etc. These programs help meet genuine need, not desires.

### San Leandro Housing Need

The principal generator of demand based housing need in San Leandro is access to employment. San Leandro has some jobs/housing imbalance, in that compared to the Bay Area, it has proportionally somewhat more jobs than housing. In Projections '87 ABAG projects San Leandro's ratio of housing units to jobs to shift so that it will have a slightly higher housing to jobs ratio than the Bay Area as whole.

However, other parts of the region have more severe imbalances, including, particularly, San Francisco and the southern part of the Peninsula. Creating housing opportunities in San Leandro to serve those employment centers encourages long commutes, wastes energy, does not correct the imbalances in those areas and competes with efforts to correct the imbalances in San Leandro. Although needs must be considered in a regional context, housing should be situated as close as possible to the source of need. For purposes of this Plan, the housing market area is the area within which commuting distances are reasonable. This area is generally the area from Oakland to Hayward along the East Bay. The provisions in this Plan directed toward satisfying housing need are those that will have the best chance of satisfying it within this commute area.

### Housing Assistance Plan Needs Estimate

In order to quantify the housing need at the local San Leandro level, an analysis of need by category has been prepared. This analysis, the Housing Assistance Plan (HAP), is prepared as part of the City's Community Development Block Grant (CDBG) application and ABAG's Areawide Housing Opportunity Program (AHOP). This analysis, shown in Figure V-8, has been adjusted to reflect the 30% of income standard for housing costs. The figures on overpaying are based on the best available estimates of income levels.

The HAP/AHOP needs data in Figure V-8 show that, although the majority of San Leandro's residents live in owner-occupied households, the need is proportionately much greater for renter units. Both the elderly and family households have a serious need for affordable housing.

The quantified estimates of housing need are established on the basis of three factors. People are assumed to have a housing need in any of the following cases: (1) they are living in a substandard unit; (2) they are overcrowded - more than one person per habitable room; or (3) they are overpaying - paying

more than 30 percent of gross income for rental housing. (As noted above, the State HCD Department continues to use the 25% of gross income standard.)

The "housing condition" aspect of housing need has been estimated through field surveys and is shown in greater detail in Figure V-9. The "overpaying" aspect is reflected in the renter household portion, since overpaying is associated only with renting. Homeowners may pay over 30 percent of income for monthly housing costs, however, they also receive significant tax benefits and appreciation in value which affect their costs over time, varying with each household's circumstances. In Figure V-10, it is assumed that needs of renters based on overcrowding are included within the figures for renters who are overpaying, or are in a substandard unit, since almost all overcrowded households will also fall into one of the other two categories.

The above approach is acceptable to HUD but a different basis for estimating these figures is used by the State Department of Housing and Community Development (HCD). The HCD methodology for calculating overpaying does not take into consideration offsetting tax benefits for homeowners. It is based on a formula approach using census income and percentage of income spent for gross rent, for renters, and income and monthly ownership costs for owner-occupied housing. Based on the 1980 census, the latest single-source information for rents, ownership costs and incomes, and using HCD's 25% standard, in 1979 San Leandro had an estimated 1,210 owners overpaying and 4,134 renters overpaying for a total of 5,344. These figures represent approximately 19.6% of the City's housing units (Note: based on Alameda County median income). If the HUD 30% standard is used the total would drop to about 4,500 households or about 16.5%. In addition, HCD asks for the figure for overcrowded housing separately from substandard and overpaying. According to the 1980 census San Leandro had 426 housing units with 1.01 to 1.50 persons per room and 239 with 1.51 or more persons per room. The total, 665, represents less than 2.5% of the City's total housing units, indicating that overcrowding is not a significant housing problem in the City.

#### Emergency Shelter Needs

Increasing concern has been generated in recent years regarding the need for shelter for persons who are homeless or who must leave their normal residence for emergency reasons. A few cases stem from such things as fire or other damage but most are either due to domestic quarrels or violence, particularly affecting women and children, or exhaustion of economic resources after loss of employment or other income. The critical need is for some type of shelter to bridge the gap until more permanent housing can be found.

#### Need for Higher Priced Housing

Although it is not a "need" in the economic sense, San Leandro has a limited amount of upper-middle to upper priced housing attractive to professional and management personnel. There are many commercial and industrial activities in the City, including many branch facilities of large corporations, which employ high salaried personnel. A relatively small number of these people live in San Leandro and there is a clear perception that suitable housing for high-income personnel is limited and that communities in or beyond the coastal hills are much more attractive to this group.





FIGURE V-8: HOUSING ASSISTANCE NEEDS OF LOW AND VERY LOW INCOME HOUSEHOLDS

	Low and Very Low Income Total House- holds	Total Owner House- holds	Type of Owner House- holds as Percent- age of Total	Total Renter House- holds	Renter House- holds in Place <sup>4</sup>	House- holds Exptd. to Reside <sup>5</sup>	Type of Renter House- holds as Percent- age of Total
ALL HOUSEHOLDS							
Elderly and Handicapped <sup>1</sup>	2,731	768	60%	1,963	1,935	28	44%
Sm. Family <sup>2</sup>	2,813	362	28%	2,451	2,287	164	52%
Lg. Family <sup>3</sup>	377	150	12%	227	176	51	4%
Total	5,921	1,280	100%	4,641	4,398	243	100%
ALL MINORITY HOUSEHOLDS							
Elderly and Handicapped	164	82	21%	82	Not Available		21%
Sm. Family	534	267	70%	267			70%
Lg. Family	72	36	9%	36			9%
Total	770	385	100%	385			100%
ALL FEMALE HEADED HOUSEHOLDS							
Elderly and Handicapped	991	496	57%	495	Not Available		44%
Sm. Family	927	327	38%	600			54%
Lg. Family	66	46	5%	20			2%
Total	1,984	869	100%	1,115			100%

<sup>1</sup>Designates 1-2 persons 62 yrs. or older or handicapped head of household.

<sup>2</sup>Designates 1-4 persons.

<sup>3</sup>Designates 5 or more persons.

<sup>4</sup>The number of lower-income rental households living in S.L.

<sup>5</sup>The number of lower-income rental households w/workers employed in S.L. who do not now live in S.L. but would move into S.L. if affordable housing were available. (From HUD; not broken down for minority and female head of households.)

Period of applicability: 10/01/88 to 09/30/91

Source: 1980 Census and City Field Reports/HAP



FIGURE V-9: CONTITION OF HOUSING - 1988					
	Total	Percentage	Owner Occupied/ For Sale	Renter Occupied/ For Rent	Substandard Not Suitable For Rehab.
Total Occupied Units	27,204	100.0			
Substandard <sup>1</sup>	2,850	10.5	1,650	1,200	10
Standard	24,354	89.5	15,305	9,049	
Total Vacant Units	882	100.0			
Substandard	104	11.8	30	74	13
Standard	778	88.2	425	353	
Source: HAP/1988-1991					
<sup>1</sup> Substandard Residential Unit - a dwelling unit that does not meet the minimal applicable codes for safe and sanitary housing.					

The significance of this is that there is a fairly close link between the location of choice for key executive homes and their choice of business location. With the development of large areas suitable for business and industrial use in the area east of San Leandro there is a substantial risk that local business and industry will relocate to these newer areas. Such moves can have serious economic consequences for the City and for the substantial number of less highly paid employees, many of whom do live in San Leandro, who are faced with job loss, relocation or a long commute to work. In addition to increasing the availability of housing for low and moderate income households some increase in housing for upper income households will also help broaden and balance the housing supply for San Leandro.



FIGURE V-10: NEED ESTIMATE - LOWER INCOME HOUSEHOLDS			
	Substandard Units <sup>1</sup>	Overpaying <sup>1</sup>	Total
Renter Households	1,200	3,198	4,398
Owner Households	1,280	0 <sup>2</sup>	1,280
Total	2,480	3,198	5,678
Plus "Expected to Reside"			243
Total Need			5,921

<sup>1</sup>Overcrowded households are assumed to be also either in substandard units or overpaying and are not separately counted to avoid duplication.

<sup>2</sup>Because of offsetting tax and appreciation benefits owner households are not classified as "overpaying".

Source: V-8 and V-9

#### Discussion of Housing Needs:

The various aspects of housing need within the foregoing figures are briefly discussed below:

- Elderly: Of the total of almost 4,400 lower-income renter households identified in Figure V-10, nearly 45 percent are elderly. This reflects a disproportionate share of need among older persons, which is consistent with a pattern of fixed incomes for older people during an inflationary period.

The 1980 census showed that the number of elderly persons in San Leandro has increased in the 1970-1980 decade and this trend has continued since 1980. As a result, San Leandro's housing program has an orientation towards housing needs and problems of the elderly.

One somewhat unusual aspect of the housing situation for older people in San Leandro warrants further comment. San Leandro has a large number of older residents who own homes which are now paid for or nearly paid for and, as a result, have monthly housing costs that are very low. Many such households in the low and even very low income categories do not have a housing "need" as defined above. That is, they live in sound housing in a sound neighborhood, are not overcrowded, and pay 30 percent or less of income for housing. They do have certain housing problems, however. They generally cannot move without a substantial increase in

housing cost, very possibly to above 30 percent, and they may have difficulty maintaining their homes in sound condition. As a result, they occupy much more space than needed and hold off the market housing that is well suited for use by younger families.

- Small Families: This group consists of lower income, non-elderly households containing one to four persons. The lack of available rental housing and discrimination against children are of particular concern. Despite recent court cases which have prohibited discrimination against households with children, illegal discrimination continues to exist in the housing market. Table V-8 indicates 2,813 households in this category.
- Large Families: Another group facing difficulties is that of lower income families of five or more persons. Of the 377 large families (Figure V-8), more than one half are renters. Renters face a severe problem since there are few three bedroom and four bedroom apartments in San Leandro and rental homes large enough for a family of five or more are hard to locate and rent at relatively high rates.
- Households with Female Heads: Rental housing for families with children is particularly hard to find if the head of household is a woman. This is due both to the unwillingness of many landlords to rent to families with children and to the fact that incomes of female heads-of-household tend to be lower than for male heads-of-household. The 1980 census indicated there were 298 female households below the poverty line.
- Housing for the Homeless: The needs in this area are primarily for temporary shelter plus help in countering whatever situation has led to the critical housing problem - lack of employment or unstable domestic situation, or both, in many cases. The extent of need in a small section of a very large metropolitan area is difficult to quantify as it can vary significantly due to economic fluctuations and awareness of available services. Shelter assistance must be coordinated with other assistance such as provision of meals, medical care, child care and counseling and guidance.

In order to obtain some estimate of need the Alameda County Emergency Services Network has conducted annual needs studies for the county. The 1987 Needs Assessment Study reported that in 1986 there were 413 emergency shelter beds available at 17 locations in Alameda County. A survey of unduplicated requests for shelters during a one week count in February, 1987, showed 1,640 different persons as requesting shelter in the County, about four times the available number of beds. This represented a 20% increase over the number counted in a similar survey in 1986. These figures show both that the needs still exceeds available resources by a substantial margin and that it has continued to expand. Because needs of the homeless, by the very nature of their circumstances, cannot be closely pinned down geographically they must be dealt with on an area or regional basis. Although quantifying the number of homeless for a small portion of the County is difficult, if it is assumed that San Leandro's number of homeless is approximately equal to its share of

total population it would be approximately 5.4% of 1,640 or 89, as of the 1987 survey.

- Handicapped Persons: Architectural barriers and attitudes of some rental property managers restrict availability of housing for persons with various physical and mental handicaps. Although current building codes prohibit architectural barriers in new construction, major problems remain in existing buildings. No precise data as to the number of persons who qualify as handicapped is available, but it is known that there is an unmet need in this area.
- Farmworkers: San Leandro is a built-up urban community with no residual agriculture except a few cut-flower nurseries. There is no housing need for farmworkers as a special category.

#### Opportunities for Energy Conservation:

The housing element legislation specifically requires discussion of energy conservation in housing elements. Opportunities for energy conservation related to housing include:

- Reduced Travel Costs: To the extent that there are sites available in locations close to local employment, it is possible to reduce travel distance and save energy. This is one of the primary reasons for encouraging "in-fill" development at moderate densities, a policy supported in regional and county plans and in this General Plan. Because San Leandro has a substantial local employment base, it seeks to develop infill housing geared to that employment rather than to serve more distant employment centers such as San Francisco, Oakland, or Santa Clara County.
- Attached Dwellings and Increased Density: This term includes townhouses and multi-story residential development. Energy savings result from reduced exterior wall area which uses less material to construct and loses less heat while in use. San Leandro's land use and housing policies support such development where it is compatible with other General Plan policies.
- Life-cycle Cost Analysis: Because energy savings are achieved over time, it is necessary to include energy costs over the life of a structure or installation as a part of a comparative analysis of energy costs. San Leandro's energy policies consider life-cycle cost analyses for comparative purposes.
- More Efficient Use of Housing: Between 1960 and 1980 the total number of housing units in San Leandro increased by 37 percent. During the same period, population dropped by over three percent. In addition, many homes have been substantially expanded since 1960. The result is much smaller household size (2.3 persons on average) and very much more "house" per person. Many San Leandro housing units are larger than necessary for their occupants, and are to some extent, therefore, energy inefficient. Policies to make it easier for people to seek appropriately sized housing



as a means of reducing energy consumption as well as lowering housing costs are part of this Plan.

### Priority of Housing Needs in San Leandro:

Housing needs in San Leandro are varied and not all are equally critical. In order to set the framework and priorities for a housing program, it is helpful to review the needs identified above.

#### 1. Most Pressing Needs:

- Affordable rental housing for lower-income families: This is the largest single area of need, numerically, identified in the HAP at 1,910 families. Because the critical factor is the family's ability to pay, some form of direct monetary assistance to the family (i.e., Section 8 assistance) or to a developer or owner (i.e. mortgage revenue bonds or land price write down), or to both, is needed.
- Affordable rental housing for the lower-income elderly: This is the second largest category in the HAP (1,487 households). As with family housing, the availability of funds is the main factor. A substantial subsidy is necessary.
- Assistance for elderly homeowners: The third largest category requiring assistance is the older homeowner. Two types of aid are involved - helping older persons maintain their property and helping them continue paying for it. The former can be met with various assistance programs, such as rehabilitation loans or grants. Assistance to low-income elderly facing loss of their home may require cash assistance or new techniques for converting home equity into usable income ("reverse mortgage" concepts).

#### 2. Other Needs:

- New Housing to Meet Local Share of Regional Need: ABAG projects a need for an additional 2,425 housing units in San Leandro (including Ashland) from January 1, 1988 to 1995. Housing units equalling about 20% of that figure have been completed or are under construction since January 1st. Approximately 125 additional units have been approved and are pending construction. Most of those units have been priced to be affordable only by households above the "moderate income" level except for the units (15% or 10%) required to be available to low or moderate income households under the requirements of San Leandro's inclusionary zoning provisions or Redevelopment Law. If all units currently under construction are completed and if present trends continue, the San Leandro area should exceed the regional share of housing projected for it by ABAG for 1995. However, proposals for new residential development have decreased somewhat since January, 1988 and the trends of recent years may not continue.
- Housing Purchase Assistance for Families: In order to maintain the healthy range of ages and incomes historically found in San Leandro, assistance to first time homebuyers, particularly younger families with

children, should be included in housing programs. Such programs should seek to reduce monthly housing costs and down payment amounts.

- Housing or Shelter for the Homeless: This housing concern has risen sharply in public awareness in recent years. As noted above, there is a very substantial need identified in Alameda County and a portion of that need falls on San Leandro. In response to this need San Leandro provides assistance to a local community center for short term emergency shelters and to the Emergency Shelter Program, Incorporated, serving a larger community area. The City also granted zoning approval to the St. Leander Womens' Refuge, providing shelter for up to 32 women and children in facilities adjacent to St. Leander Church. To further assist this program the City was the successful applicant for a \$72,209 HUD grant to provide physical improvements and other aid to the St. Leander Refuge.
- Elimination of Discrimination in the Housing Market: Because there is often a link between housing needs and discrimination, this aspect of all programs should not be overlooked. Families with children, single parent households, the elderly and handicapped, ethnic or racial minorities and even young single people sharing a dwelling unit should be accorded the same opportunity for access to housing as other members of the community.
- Flexibility to Accommodate Expanded Families: The efficient use of the existing housing stock in a time of high housing costs will require careful review of some regulations and definitions so as not to discourage desirable ways of making use of large single family homes. The City's provision for second dwelling units (sometimes called "granny flats") should be reviewed and revised if doing so will permit more use of such units in a manner compatible with surrounding neighborhoods.
- Childcare Facilities: As housing costs force more mothers into the work force, it will become increasingly important to provide for safe, productive childcare in a learning environment. To adequately fill this need, childcare facilities should span a full eight-hour working day plus reasonable commuting times, provide safe transfer to and from school if facilities are not located at schools, and provide a supervised program of some sort. The City encourages the development of facilities of that type both on school properties and in other suitable locations. It also provides some limited financial support for childcare facilities, especially for emergency care situations.
- Rental Housing For the Handicapped: Although exact numbers of low-income handicapped persons are hard to establish and the numbers are, comparatively, not large, there is a need to include provision for handicapped persons as part of all the other types of assistance programs.

The City has assisted an organization devoted to development of housing for mentally handicapped persons in obtaining HUD funds for development of a 26 unit rental facility in San Leandro to meet their needs.

- Housing Options for Trailer Park Residents: San Leandro has approximately 775 mobilehome or trailer housing units in nine different



locations. Some are high quality, well established mobile home parks but there are several small parks with older trailers some of which are substandard. These units provide very affordable housing for their occupants. Occupants have few options for alternative affordable housing, however, and despite State laws providing some protection the possibility of dislocation exists.

- Professional and Executive Housing: Relatively few upper- and upper-middle level executives of nearby business and industry or locally employed professional people from the higher income professions live in San Leandro. Most such persons live in more distant communities that offer a better selection of attractive, higher priced housing or have greater prestige.

Given the evidence that the location of business and industry is significantly influenced by the place of residence of top executives and key employees, it is to San Leandro's advantage to provide housing that is attractive to these key people as a means of retaining present businesses and bringing in new businesses. A further benefit to the community is the fact that business and professional leadership which resides where it works is more likely to be concerned about the quality of housing, schools, social and public services, cultural facilities and commercial services. The lack of sufficient housing in this category is clearly not a "need" in terms of housing economics. However, it is a need in terms of the overall health and strength of the community and should not be overlooked. Where there are opportunities to incorporate this type of housing into the overall housing stock available in the community, such as in larger scale new development e.g., Fairmont Hills, San Leandro Rock Quarry, Roberts Landing, that should be considered.

#### INVENTORY OF LAND POTENTIALLY SUITABLE FOR HOUSING

San Leandro has limited vacant or undeveloped land suitable for housing. Generally, such sites are either very small or are significantly flawed, or both. They may be subject to severe environmental problems, such as high noise levels or poor air quality, be poorly shaped, poorly located with respect to goods and services, or very costly to acquire. Most, in fact, have more than one of these problems. The City's land availability situation is reviewed below. Because demand for housing in San Leandro has remained strong and because the City has supported rather than opposed residential development, developers' interest in San Leandro has been active even though the process has become more complex and problems associated with specific sites have required considerable time, money skill and patience to resolve.

##### Large Sites

- The Citation-Roberts Landing Property:

This is the only really large area of undeveloped land within the City, with a total area of about 450 acres. It is bounded by a Southern Pacific Railroad line on the east, flood control channels on the north and south, and the City-owned Shoreline Recreation Area on San Francisco Bay, including the shoreline wildlife refuge and a City golf course, on the



west. A large part of the site is former Bay fringe marshland with high wildlife habitat value and there is a complex set of intergovernmental jurisdictional claims aimed at retaining as much of it as possible as open space to protect and enhance the wildlife area. These claims must be resolved before any development can proceed. This site also will require extension of all public services and road access, as it is virtually unserved now. Only two major access points are available for the entire area. One is across a main line railroad and the other is across a major flood control channel.

The property is zoned for industrial use, having been owned and used by a large industrial corporation, Trojan Powder Company. It is appropriate for industrial use for it has rail access, is physically buffered from adjacent residential areas and contains no residential service facilities. In late 1979, the property was purchased by a major home builder, Citation Builders, Inc., which has indicated its wishes to develop it residentially.

In November, 1981, consultants to the City completed environmental reconnaissance studies to provide basic information necessary to decide how much of the area may be developable and what use is appropriate for it. The landowner, City, consultants, and various public agencies reached a working agreement as to what portion of the total acreage could be planned for development and what portions must be retained as open space wildlife habitat and as a permanent site for dredge materials disposal. This working agreement has been suspended and the property owner is reviewing plans for development in light of significant potential environmental concerns related to discovery of an endangered species, the salt-marsh harvest mouse, on portions of the site and related to a revised jurisdiction determination by the U.S. Army Corps of Engineers.

If environmental concerns are resolved the next step will be preparation of a Specific Plan followed by a development agreement, as provided for in State Law. The Specific Plan, upon adoption, would designate the amount, density and type of residential development, assuming some part of the 450 acres is suitable for development and residential use is found appropriate. The Specific Plan will have to be consistent with this General Plan, including the Housing Element. It is premature to specify exactly what types of housing should be incorporated into plans for this area but it appears that a wide variety of housing types and costs is possible. This site is the City's most important single resource for new construction to meet future housing needs. Due to the uncertainties related to it no estimate of the site's housing potential can be made. Because of its size this site could take several years, for the local housing market to absorb development.

- San Leandro Rock Company Quarry:

This recently closed quarry operation is located on an approximately 60 acre hillside site in Alameda County immediately adjacent to the City's eastern boundary on Lake Chabot Road. Access is limited to Lake Chabot Road at present and, because of the narrow winding character of that road, increased traffic is a significant environmental problem. In 1979,

a surface mining permit (SMP-1) was granted by Alameda County approving additional quarrying until late 1986, with contouring for future residential use on those parts of the site where final grades will permit reuse. Reuse of the site for housing will require annexation, amendment of the City's General Plan from "Open Space" to a residential designation, extension of City services, and mitigation of environmental problems.

The site is within the Alquist-Priolo Special Study Zone and is crossed by a known earthquake fault trace. Earthquake and soil hazards must be identified and appropriately mitigated. Because of the high cost necessary to make the site suitable after quarrying ceases and to overcome environmental and public service constraints, housing on it can be expected to be of high cost. If it were to be developed at a gross density of approximately three units per acre, the site would accommodate approximately 180 units. The site represents an intermediate range possibility for meeting housing needs.

- Undeveloped Hill Lands East of San Leandro:

In the same general area east of the City boundary are approximately 300 acres of additional land lying between the Bay-O-Vista area of San Leandro and Lake Chabot Road and north of Fairmont Drive. These lands, owned by Alameda County, East Bay Municipal Utility District and the East Bay Regional Park District, have problems with expensive solutions similar to those of the rock quarry site - geologic and soil hazards, steep slopes, need for redesignation from "Open Space" to "Residential", annexation and extension of public services, and traffic impacts. In addition, portions of this area are within the watershed for Lake Chabot reservoir (the eastern slope) and have high value as open space land defining urban areas. Residential development is the most likely potential use of any portions of the land not already owned or in the future purchased by the Park District. As with the rock quarry, this area must be considered at best a future possibility for providing housing. If the 182 acre County area were developed at a gross density of approximately 2.5 units per acre, the maximum number of units on the total acreage would be about 450. Development constraints and potential park or open space use are likely to reduce this number significantly.

The City and County are jointly developing a Specific Plan for future residential use for the Alameda County owned portion of this area. The Draft Specific Plan is for a 407 dwelling units proposal as the preferred concept. The Specific Plan, if adopted, will become a part of this General Plan and will establish the appropriate type of development based on careful analysis of environmental, public service, and other constraints. If all or a significant portion of the site is acquired by the East Bay Regional Park District, the Specific Plan will be appropriately modified.

Smaller Developable Parcels:

There are a very few parcels which could at sometime become available for residential development. None are presently vacant and almost all have



significant environmental or economic constraints. In 1979, the City established a citizen committee to review possible sites for assisted family housing and this committee analyzed the sites in this category and was unsuccessful in finding one which could be realistically purchased by the City and which was acceptable to HUD. The City subsequently purchased the former Ashland School site, just outside the City but within its Local Agency Formation Commission sphere of influence, as a location for assisted family housing. The City sold the Ashland School site at a substantial write-down in cost to a developer to construct 143 units of assisted family rental housing. The apartments, known as Ashland Village, were completed and occupied in the Spring of 1984.

The Ashland Village development implements the Housing Element, although it is outside of the City, since priority was given to those socio-economic groups with housing needs identified in the Housing Element. HUD approved the City's loan (an advance against future CDBG funds) and considered the project as meeting San Leandro housing needs and obligations.

Of the identified potential sites in this category, most are less than five acres. These sites are briefly discussed below.

- Former City Corporation Yard (north end of Carpentier Street):

The City has relocated its Corporation Yard to a new site on Chapman Road. The former 4.5 acre site was available for sale for development. However, due to economic conditions and the advantages for development if the site were expanded to include major street frontage, the City's Redevelopment Agency has sought an interim use of the land with a three-year short term lease. The property is in a redevelopment project area and is almost adjacent to the downtown business district. Preliminary soils investigations have identified a substantial amount of old un-engineered fill on the site and corrective measures, either in building design or soil replacement, will be necessary. The City is now acquiring all properties adjacent to the former Corporation Yard site that front on Davis Street and San Leandro Boulevard in conjunction with widening of those two streets. Upon completion of the widening project the site will have the major street frontage it now lacks and will be greatly increased in value as a development site and will have a total acreage of over seven acres. The exposure of the site to Davis Street and San Leandro Boulevard, with their high traffic volumes, increases noise impacts on the site and also makes it more attractive as a location for high quality office development directly across from a BART station. The Plaza 2 Redevelopment Plan provides for office or residential use as the major use and also provides for a mixed use approach.

The City will develop a marketing approach for the property based on balancing the various public interests relating to it, including economic support for the City's central area, improved appearance of a critical entry to the City, provision of employment and/or housing, receipt of needed tax investment revenues for Plaza 2, minimizing traffic impact, etc. The City's goal will be to get the best possible development consistent with the market limitations on the site.

Because it is in the Plaza 2 Redevelopment Area, any rental residential use of this site will require provision for 15% of the units to be



assisted and 20% of the tax increment to go to housing assistance. The combination of very high land value due to location and the cost of corrective site work would require a substantial subsidy to bring housing costs down to a level which would benefit even moderate-income households. If all or a portion of the site were developed residentially at densities comparable to other sites near downtown, approximately 250 to 300 multi-story, multi-family units might be built on the site.

- Former Brunetti Nursery Property:

This property, which contains 6.8 acres, is vacant except for a designated historic residence, the former house of Captain Roberts, an early San Lorenzo area business leader. It is zoned N (Nursery) as it was formerly a horticultural nursery. It is next to the Nimitz Freeway at Lewelling and Hesperian Boulevards, on the City's south edge. Several years ago the site was considered for family housing by the City and an environmental impact report for that use was prepared. It was subsequently found unsuitable by HUD for residential use, primarily due to the environmental problems (noise, air quality, access, and adjacent mixed commercial land use). Future use for residential purposes is, at best, very doubtful but if it were developed at a density appropriate for family housing (10-15 units per acre), about 70 to 100 units could be built.

- City-owned Surplus Right-of-Way:

In connection with the City's major street widening and upgrading of the Davis Street gateway to the central area, it will have approximately 1.5 acres of surplus right-of-way on the south side of Davis Street between Wayne and Orchard Avenues. The site was recently added to the Plaza 2 Redevelopment Project area. The property is long and shallow and not well shaped and is in two parcels separated by Pacific Avenue. It is opposite a mixed character, strip commercial frontage and is exposed to high noise levels from very heavy traffic on Davis Street. It is designated retail sales, office facilities or residential in the Plaza 2 Redevelopment Plan.

- Scattered Underdeveloped Small Parcels (medium to high density):

There are perhaps 15 to 20 underdeveloped parcels in the 1/4 to 2 acre range scattered through the City, particularly near downtown and in the area extending along the E. 14th Street corridor. These sites are occupied by some low intensity use such as older residences, used car sales lots, etc. From time to time these parcels come on the market. Residential development is often an appropriate and economically feasible use, although commercial uses compete with it when there is significant thoroughfare frontage available. Most are zoned so as to permit multi-family development at different densities up to 44 units per acre (density ranges C & D, primarily). Over an extended period of time, such as 20 years, as many as 1,000 units might be developed on such sites.

- Scattered Vacant Small Parcels (Medium to High Density):

There are five small parcels in the 1/3 to 1 acre range that are vacant and zoned for residential use. All but one are sites of previously approved residential development that was not constructed. These sites aggregate just under three acres and could reasonably be developed with about 100 units of multi-family housing. These sites are: 1) southeast corner of San Leandro Boulevard and Thornton Avenue; 2) northeast corner San Leandro Boulevard and Thornton Avenue; 3) southwest corner of Estabrook Street and Washington Avenue; 4) southeasterly corner of Washington Avenue and San Leandro Boulevard; and 5) northerly side of Callan Avenue, west of Bancroft Avenue. These constitute the only immediately available, residentially zoned and utility served land resources in the City as of late 1988.

- Scattered Small Lots (low density):

There are a very few vacant small lots in separate ownership zoned for low density (one or two family) residential development. These few lots constitute the only resource, other than the larger sites mentioned above, for development of modular or other types of factory built housing. In the last fifteen years, only one proposal for such housing has been submitted to the City, a two-unit modular building approved in 1972. The high cost of these few scattered vacant parcels appears to price them out of this potential use, although there are so few it is difficult to generalize.

### Land Assembly

The only other potential source of developable sites is assembly of smaller parcels into one large enough for economically feasible redevelopment. This is very costly, time consuming and uncertain and the likelihood in San Leandro of putting together more than an acre or two is not great. For many years, the City has maintained high density zoning, primarily R-5 and R-7, (44 and 87 units per acre respectively) on many blocks of older residential development near the city center or along the East 14th Street major thoroughfare. This has been only moderately successful as an incentive for land assembly because of the resistance to sale of their homes by owner occupants and, more recently, by the very high value of even modest older homes. Because of the cost, this approach usually requires deep subsidies to achieve any realistic benefit to low and moderate income consumers. Land assembly may be feasible for high density housing for small households, including units for the elderly and handicapped, but it is not a promising approach for new lower density family housing.

## **ASSESSMENT OF CONSTRAINTS AFFECTING HOUSING PRODUCTION**

### Government Constraints

#### 1. Land Use Controls

The City of San Leandro's land use controls, including its General Plan policies and zoning and subdivision ordinances and approval actions, have been directed at encouraging additional housing development of many kinds.



The General Plan has long designated substantial areas of the City as higher density, multi-family residence areas, with maximum density ranges from 29 to 87 units per acre. These densities have been implemented through numerous specific zoning and development approval actions. The planned unit development process is normally used to consider innovative projects, including mixed use projects, and to tailor projects to specific site conditions.

In the 1970's and 1980's, the City approved approximately 5,500 housing units, resulting in a net gain of about 23% percent in housing stock at a time when population was declining slightly. Housing types approved have included a large mobile home park, "zero lot line" homes, "mother-in-law" and standard duplexes, small apartments and condominiums (four to ten units), townhouses, high density multi-story apartments and condominiums, assisted housing for families, the elderly and handicapped, "granny flats", condominium conversions and typical apartments and detached single-family residences. These housing types have been approved with a wide range of unit sizes, prices, amenities and locations. Taken together, the effect of the City's land use controls on housing has been to significantly increase the amount and variety of the City's housing stock, not to stop or avoid growth or to limit housing to the expensive, upper end of the market.

## 2. Building Code

The City uses recognized uniform building and construction codes. The only local modifications that could have some effect on housing construction costs are limitations on use of plastic pipe for plumbing and a requirement that all buildings over 7,500 square feet be sprinklered. Although local interpretations can and have required problems to be resolved, City policy has been to do so in a manner which encourages development as long as health and safety requirements are met.

Building permit processes and inspection and enforcement procedures and requirements are typical and standardized and are neither an actual or potential constraint on housing.

## 3. On- and Off-Site Improvement Requirements for Developers

As a substantially built-up City with a well developed infrastructure of streets, utility systems, schools, parks and other public facilities, San Leandro has not in, most cases, had to require large expenditures for new off-site improvements in connection with development approvals. The major City obligations in this regard are development fees for street improvements and utility undergrounding fees.

The City's requirements for on-site improvements have been necessary public facilities, utility services, environmental protection and design quality measures. The City has also required private streets to be built to the same construction standards as public streets, low energy level lighting, solar assisted hot water heating, etc., in the belief that such investments will result in an overall lower cost to residents or owners on a life-cycle basis and will, therefore, reduce the cost of housing over time.



#### 4. Taxes

Because of the City's fiscal constraints, new developments will have to cover the costs necessary to make them part of the City without significant subsidy by the City. This reflects fiscal realities imposed on local governments by State constitutional amendments. The total amount of property tax paid by development has been sharply reduced, property tax revenue growth has been held below the growth rate of property values and public costs, and local ability to increase taxes has been substantially curtailed. As a result, local government has had to shift costs of City services and improvements so that they are paid as initial "up front" costs whereas in the past they would have been paid over the life of the development by taxes.

Thus, one major side effect of the State propositions aimed at lowering existing housing costs through lower taxes was to increase initial costs for new housing. These cost increases for new homes have also increased the replacement cost, and thus the market value, of existing homes. Other side effects of the new law which have hurt housing have been to make holding land cheaper because taxes, a major carrying cost, are lower, and to discourage mobility, thus reducing the so-called "trickle down" benefit from new housing. Mobility has been constrained because assessed value jumps to market level when an existing house is purchased by a new owner. Those who have bought new houses recently have paid both higher purchase prices and, with mortgages at high interest rates, higher financing costs. The total cost and monthly cost over the life of the mortgage are much greater than previously. Thus, the overall effect of the constitutional tax changes has been to reduce the tax cost of continuing to live in a home or to own property but to greatly increase the cost of new development and the cost of moving to a new home.

#### 5. Development Approval Procedures:

San Leandro's application process for development approvals has been reported by most developers as comparatively fast. The City's attitude toward development has been characterized by a policy of minimizing or eliminating problems in code administration. When apparent problems have been reported, the City has initiated discussion and meetings between appointed and elected officials and developers and contractors to resolve the problems.

There has been a significant increase in state and federal regulations and requirements obligating local governments to review plans for energy, seismic safety, flood hazard mitigation, noise, environmental review, handicapped access, and other standards. Although this has slowed down the plan review process for all types of development, San Leandro's local procedures do not constrain housing development.

Where the application process has included review and approval by the Department of Housing and Urban Development (HUD), the total approval process has been longer, reflecting the additional layer of governmental review. Attempts to locate sites for assisted family housing have also

shown that Federal siting requirements for assisted housing can be stricter than local requirements for non-assisted housing. These stricter Federal requirements also tend to increase production costs and carrying costs and, thus, total cost and the amount of subsidy required.

#### 6. Fees:

The City's support of development activity and growth is reflected in processing fees that are comparable or lower than in most communities. The 1982 ABAG survey on development fees in Bay Area jurisdictions showed San Leandro's total development fees to rank in the lower third of all Bay Area jurisdictions for all four categories of permit. It also showed that the City's relative position was lower in 1982 than in the previous 1979 survey.

In late 1979, the City shifted from fixed application fees to fees based on the actual cost of permit processing. This system, made in response to economic constraints on the City, reduced the subsidizing of development processing by the City's General Fund. Acceptance of that fee structure has been good and there is no indication that development processing fees represent a constraint on development activity in San Leandro.

The City has recently had to increase fees in some areas in order to offset specific costs of development which cannot be recouped over the life of a development or which are necessary to equitably distribute costs of improvements. These are a park land dedication or "in lieu" payment obligation for new subdivisions, as long permitted under State law, and fees to pay costs of undergrounding overhead utilities. This latter program, which extends over a fifty year time frame, is aimed at eliminating this blighting influence on major streets in the City. It is also necessary as part of the City's effort to maintain an image competitive with newer areas where utilities are undergrounded at initial development. In addition, the City has also undertaken a program to meet future serious traffic problems. This program, based on the adoption of a new Master Plan of Streets, includes charging street improvement fees on new development in order to provide needed street capacity for traffic generated by the new development.

#### 7. Use of Federal and State Programs:

Historically, San Leandro has made use of Federal and State assistance programs where they have been appropriate and in the best interests of the community. Until the advent of the Housing and Community Development Act of 1974 (HCDA), most such programs had been targeted at redevelopment of blighted areas, aid to low-income communities, or housing assistance tied to use of other programs. Among programs successfully used by San Leandro are the "Section 8" rent supplement program and assisted housing for the elderly. The number of Section 8 assisted units in the City is approximately 450, split about evenly between "disabled or elderly" and "family".

The HCDA program, because it focuses on home improvement and rehabilitation, neighborhood facilities, and assistance for the elderly and handicapped, is very applicable to San Leandro's needs. In addition, as an



entitlement block grant it has offered a more stable approach to funding and has permitted more effective long range planning and budgeting. Reduction in these funds due to federal budget deficit control efforts would have a sharp adverse affect on the City's housing programs. The City used funds from this source, in the form of a loan secured by future grants, to write down the land cost of the site for Ashland Gardens, a 142 unit assisted family rental development for which the City bought the former Ashland Elementary School site from the San Lorenzo Unified School District. (Note: The Federal Section 108 loan secured by future grants was the first use of this technique in HUD's Western Region).

In 1988 the City agreed to use HCDA funds to assist a non-profit organization in developing a 26-unit rental development for the mentally handicapped (Fuller Lodge). HCDA funds have also been used for the City's fair housing counseling and tenant-landlord relations program. Although not directly producing housing for low and moderate income households, this important program has been well received by both landlords and tenants and has helped alleviate a substantial number of individual problems since its inception in 1982.

The California State Constitution contains a limitation on development of housing in the form of Article XXXIV. This Article, placed in the constitution by initiative in 1950, subjects to a local referendum any housing project with over 50 percent of the units for "low rent" which is developed, constructed, or acquired by any state public agency. By thus singling out this one category of housing, Article XXXIV becomes a significant deterrent to meeting the needs of low- and moderate-income residents. In communities with strong local support for assisted housing, such referendums have been successful.

This constraint will remain until the voters of the State elect to lift it through a referendum or initiative process. To minimize its effect, San Leandro has sought to use assistance programs which do not trigger Article XXXIV, such as Section 8, the various HCDA programs, and assistance to projects such as Eden Lodge, Ashland Village and Fuller Lodge.

## 8. Environmental Constraints

There has been a significant trend in recent years, and one which does not appear to be decreasing, to require greater information about possible environmental issues that affect projects of all types, public and private, housing and other. The increased knowledge about environmental issues required by environmental laws, such as CEQA and NEPA, and by various regulatory agencies has meant increased concern for mitigating these problems once they are identified. This mitigation becomes a project cost. As a cost, it serves as a constraint. Governmental agencies have no alternative but to comply with the law and must either assure that mitigation makes the impact no longer significant or must approve the project without mitigation based on finding that benefits outweigh environmental costs.

This need to balance conflicting but important public concerns often makes the decision on projects complex and difficult. Housing objectives may have



to be sacrificed in the interests of a safe and tolerable environment. There is little likelihood that this constraint can be substantially reduced. The best approach is to assure that full consideration is given to housing needs in striking the necessary balance.

### Summary and Conclusion

The City's overall policy, development controls and fees have not operated to constrain housing development in San Leandro, as shown by the strong continuing growth in number of housing units. The City will continue to monitor its policies and actions in this area with a goal of prompt resolution of any problems which do arise. The City will continue to use the HCDA program and other HUD programs to meet certain housing problems if the Federal government continues to fund them. If a soundly planned project with committed funding requires an Article XXXIV referendum and the City believes there is a reasonable possibility of favorable voter support, it will seek a referendum vote.

### Other Constraints on Housing Development

In addition to these government-related constraints on housing there are various non-governmental limitations and problems associated with the development of housing. They are discussed briefly below, with comments as to their significance to San Leandro.

#### 1. Land Cost

As can be expected in a community with little land available and a strong demand for housing, land prices are high and going higher. Recent prices for land indicate per square foot costs of \$12 to \$16, and some above that level, for high density (45+ units/acre) sites and \$8 to \$10 per square foot for very small single lots. It takes a very substantial write down to effect a significant reduction in the final cost of housing to the consumer. Land write downs or subsidies are helpful means of facilitating site acquisition but the total dollar amounts required for a development grow rapidly as land cost and project size increases. Land costs increase as permitted density increases, with the result that high density development in San Leandro does not enjoy a substantially lower land cost per unit than lower density cluster housing.

#### 2. Financing Costs

Although interest rates have fallen somewhat lately, high interest rates have been one of the most important cost factors in housing. Since the City has no direct control over interest rates, the most effective approach available to it is to substitute mortgage revenue bond financing for market financing. This allows homebuyers or developers to take advantage of the spread between tax-exempt interest on government borrowing and market rate interest on private mortgages.

When this spread is fairly large it can be effective in reducing the on-going cost of housing. However, it is tightly restricted by law and by the conservative character of the bond market. The Redevelopment Agency sold

one "SB 99" mortgage revenue bond issue for \$20,000,000 with special Agency requirements to permit reduced down payments for some units, thus assisting first time buyers - mostly young families - to overcome the down payment hurdle. However, the condominium project for which these bonds were sold was not able to compete in a soft sales market and it has become a rental project and the bonds had to be called. The City also entered into a Joint Powers Agreement with the City of Livermore and sold a second bond "AB 1355" issue for \$16,200,000 (total of \$40,000,000 with Livermore's share). It provides assistance to buyers of up to 146 units in six projects which are approved or under construction.

The uncertainty created by changes in rates is likely to continue in the future. Because of this uncertainty, buyers' decisions to purchase or developers' decisions to build often swing sharply in response to interest fluctuations.

### 3. Property Taxes

Deferring or waiving property taxes has been used in some localities as a means of subsidizing development, especially commercial or industrial development. In California, however, this approach is no longer possible since property taxes have been fixed by State constitutional amendment. The City has no control over the tax rate or the collection and distribution of tax revenues.

### 4. Construction Costs

Costs of materials and labor are high in the San Francisco Bay Area compared to many other parts of the County. Although they add to the difficulty and cost of maintaining, improving or developing housing for all income levels they are essentially beyond the control of local government. Housing is priced on what the market will pay. Housing prices are thus unrelated to development costs and are affected most strongly by supply and demand. For this reason, efforts to reduce production costs have not significantly reduced housing prices in tight markets unless developer profit or rental prices are capped.

### 5. Sales and Marketing

In this area there seems little immediate opportunity for reducing costs of housing, although some savings in sales costs can be realized in a tight market if there is little or no need to seek out buyers or renters. Slow sales increase the costs to developers of the construction loan interest and sales overhead. These costs must eventually be paid by housing consumers, thus increasing the cost of housing. Special marketing techniques do need to be considered in reaching people with special housing needs, such as the handicapped, elderly or large families.

### 6. Consumer Expectations

It has been said that "it is not so much less expensive housing that people want as more expensive housing that costs less." There has been a steady expansion in the expectations of home buyers and renters as to what



constitutes acceptable housing. Square footage, number of bedrooms and bathrooms, garage size, quality and range of fixtures and "built-ins", etc., have all risen dramatically. The result has been that builders have found it extremely difficult to market small units as "minimum" or "starter" housing. Reducing the quality and amenities in new housing to the level of the widely affordable housing in the 1950's is particularly difficult at higher densities. It is more difficult for a young family to add to or improve a condominium in response to changes in family size and income than it is to add to or improve a simple tract home. In higher density development, only a reduction in size appears to offer an opportunity for significant cost reduction. The City recognizes this trend and has encouraged a reasonable share of smaller units priced to attract persons entering the housing market.

Another aspect of this is the high level of expectations for publicly assisted housing. As buyer expectations have risen in the open market, the same has occurred in assisted housing to the point where assisted housing must be at least as well, if not better, located, constructed and appointed than typical non-assisted housing. (For example, the former Fairmont Elementary School site was not accepted by HUD as an assisted housing site because of noise impact from an adjacent freeway. Yet a private developer purchased the site and built and sold homes at a price equal to or greater than many other homes in the vicinity.) The result of this trend is a more expensive public subsidy requirement that, in turn, results in a deep subsidy to a small number of recipients.

## 7. Environmental Constraints

Although environmental regulations and related legal requirements are primarily a governmental constraint, they can become "non-governmental" if they are used inappropriately to oppose or stop housing development. It is often extremely difficult to determine when a legitimate environmental concern is being overstated as an effort directed more at opposing a development, housing or other type, than at protecting the environment. There is no way to eliminate this potential constraint, but if misdirected environmental concern is evident, that can be considered when environmental and housing needs are being balanced as part of a decision.

## Conclusion

Housing development is an industry which is impacted by a large number of constraints, many of which act at the same time, making it difficult to be sure which constraint causes what effect, and to what degree. This frequently leads to misunderstanding and misattribution of the causes of the problems which affect housing. Often, in fact, where governmental constraints are said to be the primary obstacle, a closer examination will reveal that a combination of non-governmental factors is a major part of the problem. Because of the complexity of the factors affecting housing, it is unrealistic to expect that changing or removing any one constraint will result in magical changes benefiting housing consumers. Further, unless housing cost reductions are required to be passed on to the consumer they will not significantly improve the situation.



## **CITY GOALS, OBJECTIVES AND POLICIES RELATED TO HOUSING**

The primary issue confronting cities in California in preparing housing elements is the extent to which objectives, stated as measurable targets, ought to equal needs. It should be clear that cities alone cannot solve the housing problem, and that forcing objectives to equal needs will insure failure. State Law Government Code §65580 et seq. recognizes this, but requires that objectives "should establish the maximum number of housing units that can be constructed, rehabilitated and conserved over a five-year time frame." The bill also recognizes the responsibility of every local government to "consider economic, environmental and fiscal factors and community goals set forth in the General Plan... in addressing regional housing needs." In short, each locality must resolve competing priorities in light of what it can realistically achieve. In some cases, it can be expected opinions will differ and judicial determinations will govern. In any event, cities - including San Leandro - must establish objectives and undertake programs which demonstrate a serious commitment to housing.

This section is intended to offer a rational balance between competing priorities and the housing mandates of State law summarized above. In this section, goals are general statements of intent, objectives are measurable targets and policies are the guidelines which are expected to provide for achievement of the goals and objectives. Policies are not regulations or programs.

Goals 1 through 3 are broad in nature and form a general framework for all subsequent goals.

### **GOAL 1:**

**TO INSURE THAT ALL PERSONS, WITHIN THEIR ABILITIES AND MEANS AND WITHOUT DISCRIMINATION BASED ON RACE, COLOR, CREED, SEX, AGE, MARITAL OR FAMILY STATUS, PHYSICAL HANDICAP, OR NATIONAL ORIGIN, HAVE A FREEDOM OF CHOICE AS TO WHERE THEY LIVE.**

#### **Policies:**

1. Nondiscrimination shall be a condition of approval of all City programs and City approved programs.
2. The City will encourage and directly support effective programs working toward elimination of housing discrimination.

### **GOAL 2:**

**TO PROVIDE FOR ACTIVE, TIMELY CITIZEN PARTICIPATION IN ALL STAGES OF HOUSING--RELATED PLANNING AND PROGRAMS.**

#### **Policies:**

1. Coordinate housing plans and programs with neighborhood organizations that are broadly representative of people in the community, including homeowners, renters, businesses and institutions.

2. Encourage community organizations with an interest in housing to assist in implementing the policies in this Housing Element.
3. Coordinate citizen participation in housing-related planning and programs with citizen participation relating to other social concerns.
4. Encourage individual participation as an element of community participation, since organizational representation does not always reflect individual need.
5. Continue to work closely with developers and business interests to provide a cooperative and constructive attitude toward development which meets housing needs.

### GOAL 3:

TO RECOGNIZE THE REGIONAL, STATE AND NATIONAL CONTEXT OF SAN LEANDRO'S HOUSING-RELATED PLANNING PROGRAMS.

Policies:

1. Establish specific responsibility for housing within the City's organization structure and provide for coordination with other public and private agencies dealing with housing issues.
2. Monitor San Leandro's housing role in the San Francisco Bay regional context.
3. Provide for representation of San Leandro on housing issues at regional, state and national levels.
4. Use suitable and available public and private assistance - local, regional, state and national--to carry out the policies in this Housing Element.

The following four goals concern the quality of housing and the neighborhood within which it is located. Major emphasis is on conservation and rehabilitation in the belief that a home preserved is equal in importance to a new home produced.

### GOAL 4:

TO MAINTAIN, AND WHERE FEASIBLE, UPGRADE THE QUALITY OF THE CITY'S EXISTING HOUSING INVENTORY.

Numerical Objectives:

1. To facilitate the rehabilitation or repair of not less than 75 homes and 25 rental units per year.
2. To initiate enforcement action on not less than five homes per year to correct code violations or inadequate maintenance.
3. To initiate enforcement action on not less than 50 residential properties

per year to correct exterior property maintenance under the Neighborhood Preservation Ordinance.

**GOAL 5:**

**TO PROVIDE THAT NEW HOUSING SHALL BE DESIGNED, CONSTRUCTED AND EQUIPPED TO PROVIDE A HIGH LEVEL OF SAFETY AND SECURITY FOR OCCUPANTS.**

**Policies:**

1. Only low density housing shall be permitted in areas of high seismic hazard unless detailed soils analyses are made and special building designs properly certified by competent professionals are used.
2. Design of housing developments shall provide for the security of residents through site and building planning which encourages residents' sense of mutual responsibility for common or public spaces.
3. All new or rehabilitated dwelling units shall be required to provide secure locking and closure devices and other appropriate security measures.
4. Design of housing developments shall provide for effective detection and suppression of and escape from fire, and for adequate access for emergency personnel.

**GOAL 6:**

**TO MAINTAIN STABLE, SAFE, ATTRACTIVE NEIGHBORHOODS.**

**Policies:**

1. Require private property owners to maintain property so that it does not constitute a nuisance or significantly affect property values in the vicinity.
2. Maintain an adequate level of public services and physical maintenance in all neighborhoods, consistent with available public resources.
3. Prevent the intrusion into neighborhoods of environmentally, physically or socially incompatible uses or activities.
4. Eliminate presently incompatible uses or activities that adversely affect residential neighborhoods.

**GOAL 7:**

**TO PROVIDE FOR THE CONVERSION OF RENTED DWELLING UNITS TO CONDOMINIUM OR STOCK COOPERATIVE OWNERSHIP CONSISTENT WITH THE OBJECTIVES STATED BELOW AND WITH THE CITY'S CODES AND ORDINANCES PERTAINING TO CONVERSIONS.**

**Objectives:**

1. That condominium or stock cooperative conversions be permitted where such



conversion is consistent with the continued maintenance of the converted units as habitable buildings. Buildings which are of obsolete design or construction, inappropriately located, or in deteriorated condition should be replaced and not converted. It is the objective of the City to prevent perpetuation of substandard, obsolete, or inappropriately located buildings.

2. That condominium or stock cooperative conversions be permitted only where conversion avoids adverse unmitigated relocation impacts on tenants, especially persons having special housing needs, including the elderly or handicapped, low income or large families, or minority residents.
3. That condominium or stock cooperative conversions be permitted where the design of the building(s) is, or can be made, appropriate for a wide range of residents including, particularly, children. The City recognizes that once converted to individual ownership the ability to restrict or control the tenancy of buildings is very limited.
4. That condominium or stock cooperative conversions be permitted where the building and site can be made safe and free from significant hazard, where repair or renovation can be accomplished, and obsolete or inappropriately designed aspects of the building can be replaced or raised to current standards.

#### Actions:

1. To maintain provisions in the zoning and subdivision ordinances which assure that condominium and stock cooperative conversions may be reviewed and approved, conditionally approved, or denied consistent with the Policies and Objectives of the Housing Element.
2. To provide for participation by the public and, specifically, affected tenants in City actions governing conversion to condominium or stock cooperative use.

The following four goals are aimed at correcting existing imbalances in the housing inventory and preventing any increase in such imbalances.

#### GOAL 8:

#### TO INCREASE THE HOUSING SUPPLY FOR ALL ECONOMIC SEGMENTS OF THE COMMUNITY.

#### Numerical Objectives:

1. To make available approximately 30 units per year (one percent per year of need) of rental units affordable by very low-, low- and moderate-income households. Over the five-year program period units will be made available in proportion to the need among elderly, small family, and large family households.

#### Policies:

1. Encourage the construction of new housing consistent with the availability of public facilities and services and with other policies in this Plan.
2. Minimize the costs of development by reviewing regulations to assure that they do not become restrictive or unnecessary or do not achieve the other goals of this Plan.
3. Support production of new rental housing to the extent feasible, taking advantage of available local, State and Federal financial assistance programs.
4. Require, where appropriate, that new residential development include housing types and price levels for lower income families.
5. Support financing techniques for residential development aimed at making housing more available to greater segments of the community.
6. Encourage provision of a significant amount of high quality, higher priced housing attractive to executive and professional leaders as part of an effort to maintain the City's economic base and increase involvement of business in community concerns.
7. Support programs providing emergency shelter and related services for persons and families who are temporarily homeless.
8. Encourage residential developers, where appropriate, to eliminate features that increase housing costs.
9. Encourage residential developers to include energy efficient provisions that can reasonably be expected to reduce the net cost of housing over time.
10. Support efforts to remove non-essential governmental and nongovernmental constraints that increase the cost of housing.
11. Support programs that encourage the more efficient use of existing housing.

#### GOAL 9:

##### TO IMPROVE ACCESS TO HOUSING FOR ALL ECONOMIC SEGMENTS OF THE COMMUNITY.

#### Numerical Objective:

1. Increase utilization of the Section 8 program, through the assistance of housing service organizations, from the present level of approximately 80 percent to 100 percent of the share of units allocated to the City.

#### Policies:

1. Provide counseling programs to assist families in overcoming financial barriers to housing rental or purchase, locating suitable housing, and

obtaining housing for segments of the community requiring special facilities such as handicapped access.

2. Maximize the availability of financial and other aid from private and governmental sources.
3. Discourage private or public projects that significantly reduce the number of rental units in the housing inventory unless they provide offsetting benefits by increasing the number of affordable sales units.
4. Provide assistance to tenants and landlords in resolving conflicts and in understanding their respective rights and obligations.

#### **GOAL 10:**

##### **REDUCE THE IMBALANCE BETWEEN JOBS AND HOUSING.**

##### **Numerical Objective:**

1. Obtain development of new housing within the City at least at a ratio of approximately seven new housing units for each ten additional jobs created for a primary wage earner within the City.

##### **Policies:**

1. Encourage the development of housing in locations with good access to local employment areas and local transportation facilities, but discourage such development in locations near transportation nodes oriented toward commuting to distant job centers.
2. Support programs assisting employers to locate housing for their employees which is close to work.

#### **GOAL 11:**

##### **KEEP HOUSING GOALS AND OBJECTIVES APPROPRIATE TO HOUSING NEEDS.**

##### **Numerical Objective:**

1. Update the Housing Element by January 1, 1994, and not less than every five years thereafter.

##### **FIVE YEAR PROGRAM FOR THE PRESERVATION, IMPROVEMENT AND DEVELOPMENT OF HOUSING**

The State housing element legislation requires a program which sets forth a "five year schedule of actions... to implement the policies and achieve the goals and objectives..." The program must include certain specified activities directed at making "adequate provision for the housing needs of all economic segments of the community." The program outlined below will be sustained on a continuing basis throughout the five year period.



## General Strategy

In recent years a strong pressure has become evident from the citizens of the State and nation to curtail many areas of government activity. This pressure has shown itself in the form of tax limitation and spending reduction efforts. These, in turn, have meant reductions in total local and state government revenues and, thus, have led to program cuts. At the State level financial assistance has always been very low and at the Federal level, this pressure has been manifested by program cuts, including cuts in many types of assistance to local governments, such as housing assistance. Without going into the details of this trend, the key facts for the City of San Leandro are (1) there is very little money at any level of government - local, state, or federal - to meet housing needs and (2) local government has little control left over its own fiscal situation and there is no certainty to whatever assistance may remain from the federal levels.

This picture, admittedly bleak, calls for getting the best results possible out of what money and programs are still available. The following points outline a general strategy for doing that. They underlie the housing program discussed in greater detail above.

Housing assistance should be spread over the range of needs and problems, not concentrated in one area. In other words, a broad but shallower assistance approach is better than a "deep subsidy" effort for a small number of units.

With so little money available, a deep subsidy would concentrate most of what is available in one or two efforts. For example, even if it takes as little as \$10,000 per unit to lower the cost of new housing to the affordable level for moderate income households, a single 140 unit project requires \$1,400,000 - nearly three years' worth of all HCDA funding for the City at present levels. This approach also increases the "lottery effect", that is, a small number of people with need get a substantial benefit but the great majority get no benefit at all and feel they never had a chance for any benefit. This results in narrow popular support for such programs. Also, because so much effort and money is concentrated in a single project, if problems do arise or the project loses appeal or goes sour, the repercussions are potentially much more serious. Cities are much better off not to gamble for high stakes on one or a few big bets.

The broad, shallow approach does have the disadvantage that it may only help a person or family partially meet his or their housing need since it cannot bridge all the gap for low and very low income households. However, if used flexibly and carefully, it can alleviate some of the more serious problems and can broaden support for assistance efforts.

In general, local housing assistance should be directed at existing housing in preference to new housing and to the housing consumer in preference to the developer.

In most cases, the subsidy for new housing is greater than for existing housing because of the higher cost of new versus existing. Also, for new housing a part of the subsidy may be diverted to the developer, not the consumer, to attract him into the program.

The City should seek to increase locally derived funds for housing in preference to funds from the state or federal level.

Although the City has virtually very little taxing authority left, there are a few possible ways to build up funds for housing assistance. Under specified circumstances State law requires 20 percent of the tax increment from redevelopment areas to be set aside for housing assistance. This approach is limited to blighted areas and it may take years to build up a significant dollar amounts. However, it does generate local funds which are relatively predictable and not bound by excessive strings.

A second potential source of funds established by the City Council in early 1982 is a fee for conversion of rental units to condominiums or similar ownership status. The fees, in the amount of \$3,500 per converted unit, are payable at the time of the close of escrow of the unit sale. They are specifically earmarked for housing assistance efforts meeting the goals and objectives of the Housing Element of the General Plan, including specific assistance to tenants who wish to purchase a unit in the condominium.

If the present soft housing sales market for condominiums improves and condominium conversion sales do occur, this source has the potential to generate useful amounts for housing.

The City should try to "leverage" housing assistance funds where possible.

What money the City does have available can be put to better effect by using it together with money or programs from other agencies, developers or lenders, or jointly with the person or family with the housing need being met. The City will have to treat its housing assistance funds as a scarce resource, to be used in a careful, pragmatic and flexible manner.

#### Availability of Adequate Sites:

Housing sites in San Leandro are very limited since the community is substantially built up. The preceding inventory of sites of the Housing Element designated sites which are potentially available for residential development and specified the density range appropriate for them. These sites are now zoned to permit application for residential development consistent with the General Plan, including consistency with this Housing Element, or are expected to be so zoned upon adoption of Specific Plans after completion of adequate environmental reviews and approval of development agreements.

During the next five years some additional sites not now designated for residential development may become available for that purpose as a result of changed circumstances, such as a change in land use in the vicinity. Before these sites can be made available it will be necessary that:

- Environmental, fiscal and economic impact analyses be completed;
- A General Plan and zoning amendment be approved which sets forth the new residential use and related services and facilities and is consistent with the General Plan as a whole and with the findings of the environmental, fiscal and economic reports; and



- For large or complex proposals, a development agreement may be necessary to provide for orderly carrying out of the approved development.

#### Assistance in Development of Adequate Housing to Meet the Needs of Low- and Moderate-Income Households:

As long as this Federal program is available, the City will continue to use HCDA funding to provide assistance to developers proposing housing for persons or families with a housing need. As an example, "Ashland Village" apartments, a 142-unit assisted family rental development, was built on a former school site acquired by the City and resold to a private developer at a substantial write-down in land cost. As noted above, the substantial site acquisition cost was met by borrowing against future Federal entitlement under HCDA. In order to further assist in financing the Ashland Village project, the City established a non-profit housing corporation to issue mortgage revenue bonds for use outside the City boundary (the site is in an adjacent unincorporated area within the City's Sphere of Influence). There is also a HUD Section 8 rental agreement to further assist in meeting housing needs. If sufficient HCDA funds or new programs become available again to assist other specific projects for new housing for very low- to moderate-income persons, the City will provide similar assistance.

The City has adopted a "below market rate (or "inclusionary") provision in its zoning ordinance requiring that 10% of the units in any new multi-family rental development of 20 units or more be set aside for low- or moderate-income tenants. Recent changes in the economics of rental development have resulted in increased interest by developers in rental housing that indicate this may prove to be a very useful tool.

If the City acquires property for public purposes that include residential use it is obligated by State law to provide relocation assistance to any persons displaced. Also, it must provide replacement housing for units removed from the market through public acquisition.

In 1983 the City amended its single-family zoning district (R-1) requirements to permit "second units", i.e., small, additional dwelling units accessory to the primary single-family dwelling. The City's other residential districts already permitted modification of a single-family dwelling to provide for a second unit.

In addition to use of HCDA funding, the Redevelopment Agency sold mortgage revenue bonds (MRB's) to assist in development of a 163-unit condominium project. A second MRB issue was sold under a joint powers agreement with the City of Livermore for use with projects outside the Plaza 2 Redevelopment area. The benefit of these programs is limited by the extent interest rates for tax-exempt securities are sufficiently below market interest rates so that significant savings in interest cost can be passed on to the housing consumer.

The Planning Division will continue to expedite processing of applications for zoning actions, subdivision maps, building or other construction permits for any project which includes housing for low- and moderate-income residents.



The Planning Division will continue to provide staff assistance to developers of housing for low- and moderate- income households in obtaining approvals from other public agencies.

The numerical objective under Goal 10 is directed toward establishing a better understood relationship between jobs and housing. Although this relationship must be primarily a regional one, the reduction of commute distances in order to conserve energy resources necessitates a local concern, as well. This objective is based on net increase in jobs above the 1970 level, not on replacement jobs that maintain either the past or present job inventory.

#### Removal of Governmental Constraints

San Leandro has followed policies and practices aimed at encouraging a wide range of housing development and has not constrained or limited housing. Actions during the next five years will include efforts to prevent new constraints from entering the system, as follows:

- Review periodically City building and zoning codes and public improvement standards to assure that they do not increase housing cost unless necessitated by reasonable public health and safety requirements.
- Review periodically City fees and procedures to insure that they do not increase housing cost beyond that necessary for sound fiscal management or public participation in the approval process.
- Continue, and expand, efforts to inform the community of the seriousness of housing problems faced by the community so as to provide understanding of and support for policies designed to broaden housing development opportunities.
- Re-examine zoning and building requirements with the objective of assuring that they do not prevent efficient use of housing through excessively restrictive definitions of family and dwelling unit. Where a home is adequate in size to accommodate family members of different generations (older children with parents or grandparents, or vice-versa, for example), it may be desirable to encourage this, as it meets housing need and saves energy. Experience under the new "second unit" ordinance is still limited but it was aimed at taking advantage of this resource.

#### Removal of Nongovernmental Constraints

The general thrust of the Housing Element Law Government Code §65580 et seq. and other related legislation is toward requiring that administration of land use and development controls be directed toward achieving housing goals, provided that other legitimate local goals are not violated by doing so. However, that legislation fails to address the question of how zoning "sufficient vacant land for residential use..." or how identifying "adequate sites which will be made available through appropriate zoning and development standards..." will actually cause developers to build housing for all income levels, "including rental housing, factory-built housing and mobile homes," in order to meet the community's needs.

The basic problems that have increased the cost of housing in San Leandro are nongovernmental in nature. Land is in short supply and therefore commands premium prices. Nearly all land conceivably suitable for housing is either already zoned for housing or has been acquired by developers, thereby establishing its cost. No suitable land is being held out of the residential inventory by the zoning process. The supply of residential land in San Leandro cannot be increased, so its prices will remain high.

The costs of financing construction loans and mortgages are evident, and further discussion here seems unnecessary. Similarly, the cost of labor and materials is beyond the control of local government.

Developer profit may be high, low or non-existent, because the risks are high. If developer windfalls are to be controlled, some sort of protection against developer wipeouts must probably also be provided. In any event, that subject should be addressed on a state and national, not a local level.

In some communities, fees are very high because new infrastructure must be provided to support growth. In San Leandro, most infrastructure is in place and fees are not as high, although costs of maintaining and replacing older infrastructure provide an upward pressure on fees. Yet this does not accrue as a benefit to the buyer or renter because prices of both land and finished developments are determined by the market. Low development fees have generally been translated into higher land costs or higher developer profit. Similarly, tax reductions resulting from Proposition 13 have increased land costs and, because they have increased what the market can pay, have tended to increase, not decrease, the sales prices of housing. In short, reductions of City fees or other publicly mandated costs are not necessarily translatable into reduced cost of housing to the consumer.

It appears that controlling developer profit would not necessarily reduce the cost of housing, for unless sales prices of the housing itself were controlled, a limit on developer profit would ultimately be offset by still higher land prices. If the price of land were controlled, it may be assumed that less of it would be placed on the market and the land shortage would worsen, not improve.

This discussion has attempted to make four points, as follows:

- In a constrained market, competition does not work well as a price control mechanism. Like air in a balloon, if it is squeezed in one place, the balloon swells somewhere else, but the amount of air doesn't change. Similarly, removal of either governmental or nongovernmental constraints in a market hampered by shortages will not, by itself, reduce housing costs to consumers, for one or more other cost or profit elements will swell to absorb the saving.
- If government is to lower housing cost to the consumer, it must be done directly, that is, by limiting the price of housing. That, in itself, would be a severe governmental constraint and could be expected to reduce the supply of housing.



- If the price of housing to the consumer is to be constrained by governmental regulation, all housing must be included. Limiting the price in only one economic segment of the housing market will translate into a cost increase in the other segments.
- The only tool available to local government to affect pricing is the development review process. To the extent that the use of that power to this end is necessary to meet the requirements of State law, it will be necessary to insure a proper balance of price limits across the entire economic spectrum of the housing market so as to avoid creating burdens on some portions of the potential market so severe that it makes housing production impractical.

In summary, with very few exceptions, it does not appear feasible for local government to effect the removal of the severe nongovernmental constraints that burden the housing industry. Those exceptions occur where some form of direct governmental assistance is available.

It appears that a more productive approach to increasing the supply of housing lies in gradually modifying the type of housing provided. Maintenance and rehabilitation can keep housing usable. Making more efficient use of existing housing has been discussed. Smaller private units with more group space and facilities may offer opportunities. Less elaborate amenity packages and starter units subject to later expansion, even completion, by the owners may have value. Changing the type of housing to be produced may be more fruitful than attempting to reduce the cost of the elaborate housing being produced at present. This Plan will support such changes that are not inconsistent with its other goals and objectives.

#### Conserve and Improve the Condition of Existing Affordable Housing Stock:

Conservation of housing stock, including neighborhood conservation as well as individual homes, has been the principal effort of the City's CDBG program. Specific goals for housing rehabilitation and community improvements are annually established in the program approved by the City Council and HUD. Assuming continued Federal support, this program will be continued during the next five years. In addition to past assistance to help homeowners maintain owner-occupied units, the City has expanded its use of Federal programs to provide assistance to owners of rental units in rehabilitating them in exchange for commitments to make the refurbished units available at rents affordable to low- or moderate-income tenants. The reduction in annual grant funds to the \$600,000 range plus the erosion in value due to inflation here cut into this program but it remains the City's major housing effort.

#### Promote Housing Opportunities for all Persons, Regardless of Race, Religion, Age, Sex, Marital Status, Ancestry, National Origin, or Color:

The City will continue its own efforts to effectively combat discrimination and will encourage other organizations to do so. The City funds a housing counseling program which provides direct staff assistance to persons who claim discrimination in housing and which seeks to inform owners and renters or buyers of their obligations and rights.



### Responsibility for the Program:

San Leandro's municipal organization is such that responsibility for all municipal functions is placed in the elected City Council and, through the City Council, the appointed City Manager. There are no autonomous agencies or officials with overlapping or conflicting responsibilities. Therefore, responsibility for the entire housing program rests in the City Council. It is responsible for approval of the General Plan and for its consistency as well as for all other budget or policy decisions. Staff support for the Council, including implementation of its actions, is the responsibility of the City Manager. He in turn supervises the various departments which are involved in the City's Program. The CDBG program, which is the largest single budget area relating to housing, is part of the Community Development Department. Responsibility for zoning processing and planning studies, including the consistency of the General Plan, building codes and improvement standards, and engineering and design standards are also part of the Community Development Department. The latter two areas were incorporated into a reorganized Community Development Department in 1984.

### Community Participation:

San Leandro has a long tradition of community participation in planning matters, primarily through very active neighborhood homeowner associations and business-related organizations. These groups are regularly notified of City Council, Planning Commission or other commission or board meetings or work sessions and they participate directly in them. Through this ongoing process, their concerns and views have been placed on the record and are part of the general background of community involvement. These organizations and groups have received drafts of the General Plan for review and have attended and participated in public work sessions and public hearings on the Draft General Plan and Housing Element of it.

Although involvement by homeowner groups and other community organizations can be an obstacle to development of needed housing San Leandro's experience has shown that it need not be. Proposed residential developments have been rejected by the City on few occasions and, in many instances, proper understanding of project design and goals and face-to-face contact with developers and architects prior to public hearings have resulted in desirable modifications to meet community concerns and in significant community support.

However, in the case of a policy document such as the Housing Element, it is important that special efforts be made to bring into the preparation and adoption process groups or organizations which might not otherwise become involved. Such groups include those representing senior adults and the disabled or handicapped; ethnic groups with strong San Leandro focus, fair housing and legal assistance; business and industry, and various aspects of housing development, ownership or financing. Copies of the draft Housing Element have been sent to them and staff presentations and discussion meetings held. They will be invited to attend Planning Commission and City Council work sessions and, of course, have an opportunity to comment at the public hearings held prior to adoption.

These organizations represent a broad range of economic segments in San Leandro, including low- and moderate-income persons in the case of homeowners, senior adult and ethnic groups, and fair housing organizations. There are no geographic areas in the City in which low- and moderate-income residents or ethnic or racial groups are especially concentrated and there are no identified groups primarily comprised of low- and moderate-income residents. Those groups which partially represent them will be encouraged to make special efforts to identify the housing concerns of their low- and moderate-income constituents and to present them during the public meeting and hearing process.

#### Review and Revision of the Housing Element:

Each year, in preparing the Housing Assistance Plan (HAP) and approving its program for use of HCDA funds, the City will review its Housing Element. This review will consider whether goals, objectives and policies remain appropriate, whether goals are being attained, and whether implementation of the five-year program is occurring as planned. If deemed necessary due to such factors as changes in laws, in housing or economic conditions, or in City revenues or resources, the Housing Element will be reviewed at other times also.

If, upon review, it is appropriate to amend the Housing Element, revision will be undertaken in accordance with the procedures required for other General Plan amendments, including required public hearings. In this regard, it should be noted that the Housing Element cannot be changed quickly or often and, therefore, it cannot and should not include detailed descriptions of housing programs or expenditures.

Pursuant to the State Planning Law this Housing Element must be reviewed and revised before January 1, 1994, and at least every five years thereafter.

The housing element goals, objectives and policies initially adopted in July, 1982, have been appropriate and effective in San Leandro in meeting Housing Element and State housing goals. The City has continued to expand total housing stock and has assisted in numerous specific ways described above in meeting identified housing needs. Within the very tight budget constraints for housing assistance, the City has continued to make progress in housing element implementation.

## HOUSING ELEMENT BIBLIOGRAPHY

1. Alameda County Planning Department: "Housing Element" (of Alameda County General Plan); February 7, 1981.
2. Association of Bay Area Governments (ABAG): "Bay Area Housing Opportunity Plan"; August, 1979.
3. Association of Bay Area Governments (ABAG): "Development Fees in the San Francisco Bay Area: A Survey"; February, 1980.
4. Association of Bay Area Governments (ABAG): "Development Fees in the San Francisco Bay Area: A Survey"; January, 1982.
5. Association of Bay Area Governments (ABAG): "Manufactured Housing Study"; November, 1980.
6. Association of Bay Area Governments (ABAG): "Projections '87 - Forecasts for the San Francisco Bay Area, to the year 2005; July, 1987.
7. Association of Bay Area Governments (ABAG): "Regional Housing Plan"; January, 1983.
8. Association of Bay Area Governments (ABAG): "Housing Needs Report - San Francisco Bay Area"; September, 1988.
9. City of San Leandro: "Housing and Community Development Act; Annual submittals and reports to HUD.
10. State of California, Department of Housing and Community Development: "Article 34: Legal Issues and Ballot Measures"; undated (1971?).
11. State of California, Office of Planning and Research (OPR): "State of California Planning, Zoning and Development Laws - 1987 Edition"; January, 1987.
12. State of California, Office of Planning and Research (OPR): "General Plan Guidelines; February, 1984.



# LAND USE & REUSE



Early model Best tractor,  
manufactured in San Leandro.





# LAND USE AND REUSE

## ORGANIZATION OF THE LAND USE ELEMENT

The Land Use portion of the General Plan is the section which, in the minds of most people, is "the" General Plan. It brings the other elements into an integrated expression of land use and development policy. It is the Land Use Element, in text and graphic form, which is usually referred to first when a land use policy question arises.

State law requires that the Land Use Element designate "...the general location and extent of the uses of the land for housing, business, industry, open space including agriculture, natural resources, recreation and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The Land Use Element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan".

San Leandro's Land Use Element also divides the City into three broad categories. Each category represents a different level of certainty of future change and these three levels of certainty are shown on the Land Use Element map. In addition, the Land Use Element sets forth an approach for making decisions about significant land use changes. Finally, a section on policies summarizes major policies from other Elements as they affect or relate to land use.

This organization, for reasons explained in more detail below, departs somewhat from the traditional land use forecast map of the future, which is usually prepared as the culminating graphic feature of general plans. In order to better understand the approach taken a brief explanation is appropriate.

## THREE LEVELS OF CERTAINTY OF LAND USE CHANGE

The three levels of certainty are designated, for convenience, "No Change", "Trend Change" and "Major Change". They are shown on Map 19, which accompanies this text as a foldout.

### "No Change" Areas

Large areas of the City are not likely to change much in the next ten to fifteen years. For example, stable single-family neighborhoods, most of the more recently developed industrial areas, most of the City's publicly-owned Shoreline Recreation Area and most neighborhood-serving shopping areas are unlikely to change and are not proposed for change in the General Plan.



The general approach for these areas is conservation and improvement to benefit their present uses. This approach calls for:

- Preservation or improvement of the physical condition of private and public facilities.
- Provision for orderly changes of occupancy or substitution of uses, so that the present character is reinforced or improved.
- Protection from adverse impacts which can erode the character and stability of such areas, such as increased noise, traffic, parking deficiencies, or nuisances of various types.
- Phasing out of any uses which are inappropriate, which are not consistent with their surroundings or are detrimental to them.

#### "Trend Change" Areas

These are areas in which the original development pattern has been changing as a result of social and economic pressures and City policy, and where continued pressure for change is expected. Typical of this category are the areas of higher density residential use around the downtown, the downtown itself, strip commercial development along thoroughfares, the "Bayfair" area, and older industrial areas such as where industry is co-mingled with residential uses or where the industrial buildings are becoming obsolete. In general, preference in resolving conflicts should be toward the new pattern, rather than the old. However, each situation requires individual analysis. The approach calls for:

- Careful scrutiny of changes in use, with encouragement of desirable uses and discouragement of undesirable uses.
- Protection of existing uses, consistent with their future economic and social value.
- Adjusting public services to the changing nature of the area.
- Preservation or improvement of those public facilities and private improvements which are not expected to change.
- Positive programs to encourage or expedite change where that can strengthen the long term value of the area.

#### "Major Change" Areas

Although San Leandro is substantially built-up there are still a few significant sites in single ownership or other larger areas that can be expected to undergo

a change from their present uses to other different uses. Sites in this category include:

- The "Roberts Landing" property, west end of Lewelling Boulevard (450+/- acres) and the adjacent former Marina High School site on Wicks Boulevard (40+/- acres).
- The San Leandro Rock Quarry - Fairmont Hill area (up to several hundred acres).
- The former City Corporation Yard site and adjacent area at Davis St. and San Leandro Blvd. (7 to 8 acres).
- The area just west and southwest of the BART San Leandro station, including the former Del Monte cannery buildings and extending south to Williams and Alvarado Streets.
- The large area of under-utilized industrial land north and south of Davis Street west of the Nimitz Freeway, including the Lasley Truck Stop and related area, the auto dismantlers on and near Eden Road and Hohener Meat Company site.

Other large properties could fall into this category if their status should change abruptly, such as, for example, closure and sale of a large school or industrial site.

The City's principal concerns with respect to this type of property are "impact" concerns. They include:

- Providing for compatibility between the new uses and the adjacent existing land use pattern.
- Identifying and mitigating the environmental impacts of the new use.
- Assessing the fiscal impacts on the City and its services as a result of committing a large area to a new use.
- Relating the new uses to all of the policies in this General Plan.

## REVIEW OF DEVELOPMENT WITHIN THESE LEVELS OF CERTAINTY AREAS

### "No Change" Areas

Obviously "No Change" areas will not remain entirely static. There will be a range of proposals to replace, renew or modify existing development. In general, development proposals in "No Change" areas should conform to the Zoning Code and other ordinances and regulations applicable to the area. In order to assure that zoning is appropriate it will be necessary to follow adoption of this General Plan promptly with a careful review of existing zoning in "No Change" areas. The zoning review must address not only the appropriateness of the district but

also the adequacy of the specific district requirements to protect and enhance "No Change" areas. Thus, present R-1 or I-2 zoning, for example will not be adequate unless those districts are updated and improved so as to encourage beneficial change and prevent or discourage adverse trends.

This major updating and revision of the City's Zoning Code is one of the most important steps to be taken by the City in order to carry out the goals and policies of the General Plan.

Zoning is not the only important means of protecting and enhancing "No Change" areas. In stable residential areas protection from traffic intrusion through development of a sound master plan of streets, maintenance of public facilities and programs, assistance to low and moderate income homeowners to maintain property, elimination of nuisances on residential property, effective security and public safety, and support for neighborhood and community services all play a role in assuring stability and long term value.

Similarly, in commercial and industrial "No Change" areas there are non-zoning programs that are important to their stability and value. Since economic competitiveness is such a critical factor in these areas, programs to upgrade appearance, such as utility undergrounding, sign limitation, building design and landscaping improvements and provision for adequate parking can be added to the factors listed for residential which also apply to non-residential areas.

As the guiding policy document for the City the General Plan's purpose is to assure that the City meets its overall goal of maintaining stable and desirable conditions in "No Change" areas.

#### "Trend Change" Areas

The areas designated on Map 19 as "Trend Change" areas present, in many ways, the most difficult challenge in terms of planning and development. They are areas in which land use patterns are changing and the economic and social factors at work are not always clear and predictable.

In some cases, such as the areas near downtown, change is occurring from lower to higher density residential or from residential to office, in a fairly discernable pattern. Rate of change may vary with overall economic conditions but the pattern remains. This is also true of some commercial frontages, such as Hesperian Boulevard between East 14th Street and Lewelling Boulevard. These changes have generally been consistent with the City's General Plan policies. Some areas, such as around Bayfair and the downtown retail area, are designated trend change not so much because the primary use is changing but because retail activity is known for its rapidly changing patterns and, therefore, such areas must constantly be flexible and responsive to trends.

In other cases, little or no change is occurring or what change there is may be counter to the Community's desired direction. This situation is true of older strip commercial development along much of East 14th Street, MacArthur Boulevard and Washington Avenue. In either situation it is necessary to have guidelines for appropriate action to direct change in the desired way.



In "Trend Change" areas judgement must be used to decide whether to preserve an older use or to reject it because otherwise the new use may be discouraged. For example, in an area in which the trend is from low density residential to high density residential or to professional offices, a proposal to invest in a new or expanded home will require the decision to consider the following factors:

- Are there specific circumstances pertaining to the site, such as size, shape or location, which make it an unlikely site for the trend use?
- Are there significant interim benefits, such as elimination of a hazard or blighting condition, which should be considered?
- Is it possible to impose some time limit or restriction on the improvement which keeps open the option for future change at a later date?
- Is there any serious inequity that could result?

The general rule should be to decide in favor of the use or change toward which an area is moving, but the above considerations may temper a specific decision.

#### Special Situations in "Trend Change" Areas

There are some specific land use concerns found in "Trend Change" areas which warrant further discussion. These include:

- Strip commercial development (both older and post World War II).
- Areas close to the downtown core.
- Older industrial areas.
- The downtown retail core itself.
- The "Bayfair" Area.

Problems inherent in these types of areas and strategies for dealing with those problems, are discussed below.

#### Strip Commercial Development

San Leandro has several major thoroughfares which are zoned for, and have been developed with, commercial uses over many years. These include MacArthur Boulevard from the Oakland boundary south to Joaquin Avenue, East 14th Street for its entire length southerly from downtown to San Leandro Boulevard, Hesperian Boulevard from East 14th Street to Lewelling Boulevard, and several blocks on Davis Street between Orchard and Wainwright Avenues.

Although there is no sharp distinction, these strip commercial areas can be roughly divided into two categories; frontage developed prior to World War II, with a lower level of accommodation to auto access, and that developed after World War II with a much more distinct automobile orientation. The most significant differences are:

#### Older Strip Commercial

- Smaller parcels with higher land coverage; buildings at or near sidewalk; little or no parking.
- Mixed use buildings, with residences over stores or residences converted to business use.
- Buildings interiors likely to be less functional but exteriors may have some design or architectural quality; may be "hidden" structural or utility upgrading costs.
- Scale may lend itself to pedestrian customers, at least in some parts.

#### Post-War Strip Commercial

- Larger sites; somewhat lower land coverage, more parking; some building setbacks.
- More single purpose buildings; maybe some residences remaining, interspersed with commercial.
- Buildings may be more easily reused but design value is often very low (typical one-story commercial "boxes")/
- Usually not very pedestrian oriented.

Although, as noted, these differences are not always clear cut, they do suggest some differences in strategy in the two situations.

In the newer, post-war situation the larger sites with their less intensive use, lack of pedestrian orientation and weak design character suggest that replacement of present uses with new uses is both feasible and appropriate. New uses need not be retail commercial. Medium to high density residential, institutional and office uses can provide useful alternatives. Flexibility is very important and desirable, with emphasis on reducing and controlling potential land use conflicts between uses within the strip or between strip uses and adjacent residential development. With adequate review and control, mixed uses on the same site or different uses on adjacent sites need not present a problem. Because change is on-going and relatively slow, attention should be paid to sites not undergoing change to make sure they do not adversely affect desired change. Things like unattractive or obsolete signing, poor building or grounds maintenance, outdoor storage and visible nuisance areas, etc., should be controlled.

The older pre-war areas present a greater challenge. There is no obvious, easy way to resolve this type of problem; if there were it would be in use in hundreds of locations in many different cities. The key to any successful program to maintain such areas is finding economically viable uses which can operate in them and which are not detrimental to other commercial or residential uses. Most

older strip commercial areas are very close to residential areas and the border or transition is quite sensitive. The economic relationship between residential and commercial areas, is also close and each use can offer benefits to the other.

These factors suggest several broad land use strategies, specifically:

- ° Attention should be paid to both the strip commercial area and to adjacent residential areas, as there are important interrelationships.- If one is allowed to deteriorate it will almost certainly affect the other. The immediate boundary between commercial and residential needs particularly careful review. The Zoning Code should provide for review of most boundary situations to allow review of noise, odor, glare and other nuisances. Minimum standards for fences, setbacks, height, lighting, landscaping and outdoor activities should be established.

Also, since commercial uses inevitably generate traffic and some spillover parking (even with good on-site parking), traffic issues need to be reviewed and, where possible, controls and mitigation established. In areas with poor side street circulation patterns, such as East 14th Street north of downtown or Washington Avenue south of downtown, limitations on uses with high traffic generation may be necessary to avoid excessive impact on residential streets. Also, permitted densities in adjacent residential areas should be limited to low levels - Density Ranges A and B, generally - in order to avoid traffic and parking demands in excess of street capacity.

- ° Land uses that are at least partially supported by the adjacent residential area should be encouraged. For example: personal services such as beauty shops, barbershops, dry cleaners, shoe or appliance repair; bakeries, florists, delicatessens, etc.; restaurants (with adequate parking if very large); small service-type offices, such as real estate brokers, insurance, tax services, some medical, etc. Given the dominance of larger shopping centers, these types of uses will rarely be able to survive on local market support alone but local support can play an important role and can strengthen the link between commercial and residential parts of the area.
- ° Some other land uses may be appropriate even if they are not closely related to nearby residential areas as long as they are not detrimental to them. These would include such uses as copy shops, office supplies, travel agencies, or other service uses primarily oriented to businesses; retail sales of a highly specialized type with a large, even regional market, such as specialty hobby shops; auto service if properly restricted; miscellaneous office uses; some wholesaling, distributing or light assembly if traffic and truck activity is not extensive and is controlled.
- ° Land uses indicative of decline or with a high likelihood of adverse impacts on nearby commercial or residential uses should be prohibited in most cases. If that cannot be done because of legal constraints they should be carefully controlled. In this category would be uses such as



pawn shops, second hand, salvaged or used goods stores, pool halls, arcades or video game parlors; adult book stores, and gun and weapon sales.

It should be recognized that, from a property owner's perspective, finding any tenant for some locations can be quite difficult. Any policy to prohibit or restrict uses, can, if carried to extremes, result in vacant buildings, which are also a blighting influence. The option to determine whether a proposed but marginal use is preferable to a vacant property can be retained by providing for conditional use approval in such locations.

- ° In addition to the above land use strategies there are various programs which can improve the function and appearance of strip commercial areas. These include sign control and elimination, utility undergrounding, building painting and remodeling or refurbishing, litter and weed removal, streetscape upgrading with trees, benches, paving, etc., and improved parking facilities. All or most of these may need doing in a given area and all can help improve the situation. However, they will not, by themselves, assure a successful area unless there is a reasonably strong economic base for the uses in the area.

Inherent in all the above is the fact that any effort to upgrade strip commercial development, especially if it is older, requires a great deal of effort and public-private cooperation. Even with a major effort the results may not be evident for some time and the effort may have to be kept up over many years to avoid losing ground.

#### Areas near the Downtown Core

The successful revitalization of the City's central area, including especially retail sales, has resulted in land use impacts on the surrounding area. The most immediate impact has been pressure on parking, but longer term impacts on land use can be anticipated. The improved array of goods and services makes it more attractive for higher density residential uses and business and professional offices. More customer traffic can be expected to increase demand for retail and service uses.

In addition to the pressures on surrounding areas generated by the success of downtown retail activity, future development of the former City corporation yard, Del Monte cannery site west of BART, Caterpillar property, BART parking lot air rights, and San Leandro Boulevard frontage will all add their own pressures on land uses and traffic in the City's central area.

Some land use conflicts will occur when higher intensity uses are introduced near the lower density residential uses which are still widespread in the area. Traffic and parking issues will also arise. Street capacity and circulation westerly of downtown is reasonably adequate but there are serious deficiencies to the south and east. As with the areas adjacent to strip commercial frontage

that have inadequate street capacity and poor circulation permitted residential density in similar areas near downtown should be reviewed carefully and reduced where necessary.

### The Downtown Retail Core

The City's major downtown revitalization program, focused on the successful completion of the Plaza shopping complex, has reestablished the downtown area as a viable retail center for the community. The major goal now is to sustain the economic health of the downtown so that it does not slip back to the point of needing major, and costly, redevelopment again. Change in the area of retailing is very fast paced and new centers can become dated within a few years and virtually obsolete within twenty years. It is difficult to predict how retailing will change but that it will is virtually certain.

This points up the importance of following what is occurring in competitive commercial areas. It means acting to upgrade existing, even relatively new, stores and areas before they are perceived as no longer desirable places to shop. The City and the downtown business community will to avoid a relaxation of concern after the success of the Plaza center and will have to pay close and continued attention to parking, design, amenities, store mix and other aspects of a good retail area.

Also important is the need to build in supporting uses, such as offices with substantial employment and higher density residential, so that a balanced economically healthy core can be maintained for the City.

### The "Bayfair" Area

San Leandro's major center for department store and comparison goods shopping includes Bayfair Mall, the nearby Fashion Faire and Fairmont Plaza centers and a substantial amount of other commercial development along East 14th Street and Hesperian Boulevard. Like the downtown, much of this is new or recently remodeled. It is also subject to the same pressures of rapid obsolescence and change. The larger centers, owned by major commercial property management companies, can be expected to act or react quickly to maintain as competitive a position as possible. The City will have some role in the upgrading of other portions through zoning and land use controls, street improvements, utility undergrounding et cetera.

Of particular concern is upgrading of the East 14th Street frontage along the easterly side of the street in the unincorporated County area. This area is perceived as being part of San Leandro and its mixed quality affects the major commercial centers across from it that are actually in the City. Coordination with the County or, eventually, annexation will be necessary. Also affecting both City and County is the possibility of more intensive development around the Bayfair BART station. BART has begun planning for the Castro Valley - Dublin extension which will tie into the Fremont line at Bayfair. The extent to which it will affect patronage there, or increase the area's attractiveness as a development node, is not clear yet. San Leandro and Alameda County should jointly participate with BART in studies or planning proposals for this area.



## Older Industrial Areas

Most of San Leandro's older industrial development is near or in the corridor paralleling the Union Pacific Railroad and the easterly track of the Southern Pacific Railroad. As the relationship between industry and rail access has declined these areas have undergone changes. Some, such as the former Singer-Friden site and now the Caterpillar site, will change to non-industrial uses entirely. Others, such as the Del Monte site west of the Southern Pacific Railroad have been redeveloped for non-rail oriented light industrial - business park uses. Some are likely to remain as major manufacturing plants (Golden Grain, General Foods), but that is not a certainty.

When large industrial sites, i.e., those of several acres or more or those adjacent to non-industrial land use do change character they should be subject to special development review. Whether the older industrial buildings and uses are removed or changed to a different use (as with the Westgate complex) the impacts of change on large sites are similar to any other major "infill" project and call for careful attention. If past trends continue San Leandro can expect several such major site changes over the next decade.

However, much of the land in this area, especially the smaller sites, faces an uncertain future. It is no longer prime industrial property and most is not ready for major change to some other use. In this situation the City's approach should be to follow one of two alternatives, depending on circumstances. Where there is economic pressure for change, such as near the BART station, the City should facilitate that change, using redevelopment, assessment districts and zoning approvals as necessary to accelerate change and overcome obstacles of parcel shape or lack of public facilities. (Future use in this area are discussed below in the "Major Change" areas section.) This approach is also needed in the area along the westerly side of Washington Avenue near 139th Avenue.

In areas where change is not likely in the coming 15 years or so, the program should emphasize property maintenance and upgrading to prevent blighting effects on other property and the overall area. If parcels, or even major sites, do become available for reuse they should be analyzed on a case by case basis.

As part of this corridor there is a small area near Alvarado and Castro Streets which has industrial zoning but has a mix of residential and industrial uses. This area should not be expanded and any sizeable areas not containing significant industrial uses should be rezoned back to a residential district. This type of zoning, permitting backyard industrial or manufacturing, is no longer important as a way to provide so-called "incubator" industrial space. Street improvements in the area (widening of Alvarado Street, primarily) and possible use of redevelopment in the Thornton - Alvarado area can offer an opportunity to revise land use patterns in this area so as to reduce conflicts and improve its appearance and value.

There is a second type of older industrial area in San Leandro, the land on or near Davis Street and west of the Nimitz Freeway which has poor street access and low quality land uses. Redevelopment is the most effective tool for



eliminating the wide array of deficiencies and blighting factors in that area. Because of its significance it is included as a Major Change area and is discussed in greater depth in that section, below.

#### Site Analysis in "Major Change" or Larger Sites in "Trend Change" Areas

This section, following a discussion of the planning time period, sets forth a basic procedure for analyzing land use alternatives in "Major Change" areas. It can also be used for significant land use decisions in "Trend Change" areas or for any large sites which undergo significant changes in land use, especially to a more intensive use.

The procedure, set forth below, reflects the fundamental changes in urban planning necessitated by the following factors.

##### 1. Shrinking of the Planning Period

Some twenty-five years ago, when the State Planning Law was first adopted, General Plans were expected to help cities plan for orderly concentric expansion. Growth areas were planned for specific uses and intensities and were so designated by a color code on a map. "Growth" was taken as a constant in California and plans were more directed at "where?" and "when?" not "whether?", "what for?", or "at what consequences?". Planning, and General Plans, were often little more than extrapolations of past trends.

The traditional General Plan Land Use Element that resulted from such planning, was a map which projected a static future condition some 20 or 25 years hence. Such maps either became outdated very quickly or required a constant process of updating. As a result, they tended to evolve into patchwork affairs with little policy consistency and requiring total replacement, or else they simply got shelved.

Compounding this problem is the expansion of the content of a General Plan required by State Law changes and the requirement for internal consistency in a General Plan. It is almost impossible to prepare and maintain a "forecast map" which can reflect rapid change and consistently integrate all the concerns of seismic safety, noise, open space, housing, air quality, energy, etc. which a General Plan must somehow address.

This traditional map approach, therefore, has been rendered substantially unworkable by the following important fundamental changes in the constraints that govern land development and use.

**First**, cities in California are no longer in a position to project or control their long-range financial situation. Cities have lost local control over fiscal matters and, as a result, the fiscal impacts of development must be scrutinized much more carefully.

**Second**, the California Environmental Quality Act (CEQA) has mandated that proposed projects be examined in great detail in terms of environmental affect, with "environmental" interpreted quite broadly to cover many social and economic concerns. Long-range land use projections must be very general and must give way before any new or different environmental impact assessments made immediately prior to a specific land use decision. Long-range environmental impact assessments are not always reliable bases for land use decisions since they cannot reflect new imperatives placed upon local government or changing environmental issues or knowledge.

**Third**, the future of the world's energy supply is uncertain and subject to rapid change. Because energy is such a fundamental aspect of so many planning, land use, transportation and environmental issues, this uncertainty extends to almost all areas of planning for the future.

**Fourth**, cities are required to consider the housing needs of all economic segments of the community. Concern over how to meet housing needs has increased. Recent experience shows that "housing" is a very complex and changing problem. Land use decisions affecting housing supply or demand must be based on new and complex social and economic concerns.

**Fifth**, in San Leandro particularly, and in most of the Bay Area generally there is a land shortage. One result is high land cost which, in turn, creates a demand for densities and mixes of development types that change rapidly and are very difficult to anticipate except in the broadest terms.

**Sixth**, many factors affecting development such as interest rates, tax laws, investment alternatives and market patterns are subject to very rapid fluctuation.

Because of these changing factors, this Land Use Element (1) is based on a short, ten to fifteen year planning record, and (2) is non-specific regarding major land use changes. Instead of an all-encompassing forecast map, it provides a set of policies and a system to guide the analysis of major development proposals.

## 2. Procedure for Major Land Use Decisions

Given the shortened time horizon and the lack of control over timing of many important land use decisions, it is necessary to have a good, pre-established decision-making framework. It should identify what needs to be known and must set forth a sequence for obtaining that information, as follows:

- Establish the key information about the site: size, dimensions, topography, easements or legal restrictions, available public services and jurisdictions of public agencies, etc.

- Identify environmental issues and constraints; noise, air quality, traffic, soil and seismic factors, flora and fauna, history, archaeology, land use and community concerns, etc.
- Estimate the significant public facility and service costs or constraints and corresponding revenues or benefits.
- Identify major advantages and disadvantages of the site, such as distance from transit, schools and commercial services, high visibility, attractive views, etc.
- Identify the General Plan Policies and policies of other agencies that are relevant to the site.
- Prepare alternative development concept plans.
- Analyze the alternative development concept plans against all of the foregoing factors. This is normally done through the environmental/fiscal review process.

The usual product of the foregoing procedure for smaller sites will be either a Redevelopment Plan or Planned Unit Development, as defined in the San Leandro Zoning Ordinance or, for a larger site, a Specific Plan, as defined in the State Planning Law. The City Council approval of the Specific Plan or Planned Unit Development will be "state-of-the-art" planning, to use current jargon, for the site in question. It will become the plan for the area and, because the approval should closely precede actual development, it will normally be implemented in accord with the approved plan. This approach is intended to produce land use decisions which are timely, practical, and realistic. The traditional "forecast map" can also do that, but increasingly the odds are that it will be wide of the mark and will require major amendment if it is to be useful to decision makers.

#### Standards of Population Density and Building Intensity

As noted above the State Planning Law provides that a General Plan include standards of population density and building intensity for the various categories of development specified in the plan. These "standards" must retain some flexibility in the face of the wide array of approaches for a particular site or land use that may be proposed. Experience makes clear that innovation is a constant characteristic of land development. The standards in the following table, therefore, are a guide to density and intensity, not an inflexible yardstick. Density and intensity or building type may be at the upper or lower end of a range centered on the individual figures, based on such factors as relationship to adjacent or nearby land use, site characteristics such as topography, capacity of streets and other public services, etc. Population density can be especially variable since the particular market for which a residential project is designed can greatly affect the number of persons per household.



In general, the population density and building intensity standards are toward the high end of the scale for such standards in suburban communities. This is particularly true of the two highest residential densities, D and E at 44 and 87 dwelling units per acre. Although higher density infill development is generally consistent with the goals of reducing vehicle travel, cutting air pollution and containing urban sprawl, the densities shown should be considered maximums, appropriate only where conditions are optimum. Where street capacity and design are low or inadequate, where impacts on nearby property would be adverse, or where other factors warrant it, density should be scaled down to be compatible with the specific circumstances.

FIGURE V-11: POPULATION DENSITY AND BUILDING INTENSITY

FIGURE V-11: POPULATION DENSITY AND BUILDING INTENSITY

LAND USE CATEGORY							
A.	<u>Residential</u>	<u>Units/sq.ft.</u>	<u>Units/Acre (net)</u>	<u>Height (stories)</u>	<u>Units/Acre (gross)</u>	<u>Pop./ hh</u>	<u>Pop. Acre/gross</u>
--	A-Hillside (1 fam.)	1/6,000	7.26	1 to 2	5	3.0	15
--	A (1 fam.)	1/5,000	8.71	1 to 2	6	3.0	18
--	A-2 (1 & 2 fam.)	1/3,500	12.45	1 to 2	8	3.0	24
--	B (2 fam.)	1/2,500	17.42	1 to 2	12	2.7	32
--	C (multi-fam.)	1/1,500	29.04	2	16	2.25	36
--	D (multi-fam.)	1/1,000	43.56	2 to 3	24	2.0	48
--	E (multi-fam.)	1/500	87.12	2 to 4*	48	1.8	86

B.	<u>Commercial</u>	<u>No. of Stories</u>	<u>Emp./Sq. Ft.</u>	<u>Type of Parking</u>
	Neighborhood Comm.	1 or 2	1/300-400	On-site at grade.
	Business/Comm.	1 to 4*	1/300-300	On-site or in central lots or garages
C.	<u>Comm./Industrial</u>	1 to 2	1/200-300	On-site at grade.
D.	<u>Industrial</u>	1 to 2	1/300-1,000	On-site at grade.
E.	<u>Professional</u>	1 to 4*	1/200-300	On-site or in central lots or garages.

\* Height in excess of four stories may be appropriate in these land use categories provided that impact on and relationship to property in the vicinity are adequately mitigated.





## ANALYSIS OF SPECIFIC "MAJOR CHANGE" AREAS

As explained, using the procedure discussed above, it is not practical to predict now specific future land uses for each of the "Major Change" areas. However, it is possible to identify the major factors to be considered when a specific land use decision is made. The following sections identify the important factors relevant to the future of each of the six major change areas shown on Map 19. Major change areas by their nature involve substantial change in use and character of the site. Therefore, the most effective approaches for determining the appropriate new use and quality of development will be either a Specific Plan in large undeveloped areas, or a Redevelopment Plan in built-up areas which suffer from blighting conditions, or a planned unit development zoning application for large areas in unified ownership. Detailed analysis of the factors listed below for the six areas would then be undertaken as part of the approval process for the Specific Plan, Redevelopment Plan or planned unit development zoning action.

The most significant concept relating to major change areas is "balance." Regardless of location or process, when a major piece of the City's fabric is altered, many competing or conflicting interests must be identified and balanced. Without a specific proposal it is only possible to identify in general terms what the key factors will be, but not to measure precisely aspects of them. For example, "light industrial" land will, when developed, provide employment and other economic benefits for a community, but whether those benefits will balance the affects that employment may have on traffic can only be estimated until a known proposal and a particular location is ready to be judged. Local governments are now required to make extremely sophisticated balancing judgments--more so than ever before. At the General Plan level, the balancing can only be done on a rough or very generalized basis. For this reason the General Plan designates a range of uses for major change areas, based on the major land use factors identified, and identifies the general nature of impacts and issues associated with change and the general nature of what must be balanced.

### AREA I: ROBERTS LANDING (CITATION) PROPERTY AND MARINA HIGH SCHOOL

**Site Description - Roberts Landing:** This large property includes all of the land at the westerly end of Lewelling Boulevard, bounded by the Southern Pacific Railroad, San Lorenzo Creek channel, the Tony Lema Golf Course and City-owned shoreline, and the Alameda County Flood Control channel. It includes approximately 450 acres consisting of wetlands, dredge spoils area and upland formerly used for manufacture of powder and explosives (by Trojan Powder Company). The area has been zoned for general industrial use and designated on the General Plan as industrial for many years, dating back to the explosives manufacturing activity. The property has been acquired by a large residential development firm and initial steps in planning for future uses of the area have been taken but no plan has been submitted.

#### **Major Land Use Factors:**

- A portion of the site (112 acres) has been used on several occasions for disposal of materials from dredging of the San Leandro Marina channel. This dredging must be undertaken about every five years and is essential to the continued operation and economic viability of the

Marina and related facilities, including yacht clubs, boat sales and repair, and the restaurants and hotel that rely on marina identity and activity. The 112-acre area could be reduced but an adequate area for continued dredge materials disposal must be provided for City use on a permanent basis. Dedication to the City of a permanent site as a condition of development approval has been anticipated as the means of obtaining the site.

The San Francisco Bay shoreline from the San Leandro Marina south to the southern City limits and all the offshore water area within the City is owned by the City as permanent open space and wildlife habitat area. This ownership, which forms the western boundary of the Roberts Landing area, will be maintained and protected as open space. It is anticipated that it will be consolidated with future open space on the Roberts Landing property immediately adjacent to the east as part of an overall approach to protecting the waterfront and valuable habitat.

- Substantial portions of the site are either below specified elevations or are wetlands and thus subject to U.S. Army Corps of Engineers jurisdiction, are now known to be habitat for the endangered salt marsh harvest mouse or are otherwise subject to open space preservation policies of the State or Federal Government. Previous environmental studies have provided a preliminary picture of the significance and extent of these environmentally sensitive areas.
- Because of the especially sensitive nature of wetlands and tidal marshlands and because of the known presence of the salt marsh harvest mouse, it will be necessary to prepare a very thorough environmental impact report (EIR) for any Specific Plan or development proposal for this area. That EIR will have to identify specifically the potential impacts on the environment of the particular development proposal. It will also have to identify the specific mitigation measures necessary to protect environmentally sensitive areas or to reduce or offset any impacts which may be unavoidable if any use or activity on the property is approved. The EIR will have to incorporate the latest available information regarding environmental conditions pertaining to the site. The environmental information developed for the EIR must be factored into development planning as part of the balancing process necessary in determining appropriate activity and uses in environmentally sensitive areas. Until that work is done, the extent of development potential cannot be determined. That determination is appropriate at the development application stage.
- Any developable area will have to be diked to protect it from high tides and any reasonably foreseeable rise in sea level.
- Access to the property is presently limited to Lewelling Boulevard. Additional access must be provided prior to development. Extensions of Doolittle Drive and Neptune Drive and improvement of the Lewelling Boulevard entry are the most logical means of providing this access.



- Utility services must be extended into the site. Police and fire services and school, park, library and similar services must be expanded to cover new development. Fiscal impacts on the City of such a large development must be assessed as part of the land use planning and environmental impact process.
- Traffic generated by development of the site will have significant effects on residential and commercial/industrial streets and land uses in the vicinity. Existing street and intersection capacities are constraints on intensity of development.
- The site lacks transit service; extension of service to the area may be appropriate depending on the level extent and type of development proposed.
- The site is impacted by noise from the adjacent railroad and, to some extent, from aircraft patterns.
- Development of this site will be subject to greater seismic hazards than on more stable soils. Soils investigation will be necessary and development designed accordingly. Soils characteristics of the site are such that construction of heavy structures would be expensive.
- As an "infill" site near the center of the Bay Area, the location provides an alternative to development in outlying areas that might result in loss of other open space or affect other environmentally sensitive areas. Outlying development would also require more vehicular travel and energy consumption and cause greater air quality degradation than close-in development.
- The site provides a significant opportunity for housing to help improve the balance between housing and jobs in the San Leandro area.
- San Leandro has an established need for more affordable housing for people living and working in the City. If residential development is approved, an appropriate proportion of the units should be provided to meet housing needs identified in the General Plan.
- San Leandro also has a need for housing suitable for higher income professional, administrative and supervisory personnel. This large site offers an opportunity to include such housing in an attractive manner.
- The site includes the location of a nineteenth century shipping point for local products shipped across San Francisco Bay (Roberts Landing). Recognition of this historical feature should be included in development plans.

**Development Concept - Roberts Landing:** The above list of factors affecting this complex site makes clear the need for a careful approach to its future. Many of the factors listed are potentially in conflict with others. For example, meeting housing goals may not be possible without affecting significant environmental values or fiscal or economic goals of the City. Before a final



determination can be made, more detailed information must be developed and carefully balanced as discussed in the initial paragraphs on Major Change Areas.

Based on the information available and the factors identified above, the privately-owned portions of the Roberts Landing area should be designated for major change from the present unprotected and industrially zoned open space to uses generally consistent with the following approach:

- Substantial areas of open space, to protect wetlands, endangered species and other environmentally sensitive land, should be retained with exact location and amount based on detailed environmental studies and environmental impact report at the time a specific plan or specific proposal is submitted. Any use of permanent open space for shoreline access, trails, interpretive centers or other public activity must be balanced against habitat protection needs.
- An adequate and permanent site for continuing disposition of marina channel dredge material must be provided to protect the marina.
- Portions of the site not essential for dredged materials or as open space for environmental protection are most suited to residential uses of low to medium density (Ranges A through C). If possible, housing should include a variety of design types, with both rental and sales, detached and attached units. A range of units, such as for the elderly, young families, and differing incomes should be provided to reflect the housing needs and housing market at the time.
- A minor amount of commercial services for residential uses could be included to reduce traffic impacts and conserve energy.
- Parks, schools, and public and private recreational facilities should be provided to the extent needed.
- Some office or light business park uses, to provide a buffer in noise impact areas or to provide local employment, may be appropriate as an alternative to housing.
- The various uses, i.e., habitat area, dredge disposal area and private development should be carefully buffered or separated to eliminate potential conflicts.
- The publicly-owned portions of the Roberts Landing area, i.e., the golf course, shoreline and off shore water area, should continue to be committed to their present open space uses. They should be appropriately related to adjacent protected open space when the nature and ownership of that open space is determined.

**Site Description - Marina High School:** This site lies immediately east of the Roberts Landing site, across the Southern Pacific Railroad tracks. It shares only some of the major land use factors of Roberts Landing and has others related only to itself. The site consists of approximately 39.6 acres of relatively flat land developed with a senior high school and related activity and athletic

areas. The school is closed and has been offered for sale by the San Lorenzo Unified School District as surplus property.

#### **Major Land Use Factors:**

- The site fronts on Wicks Boulevard and is part of the adjacent primarily residential Washington Manor neighborhood. There is a high quality mobile home residential area to the south and Stenzel Park, a neighborhood facility, and single family housing to the east. On the north, across a flood control channel, is a recently built light industrial project. Relationship to nearby uses, especially low density residential, is important.
- The high school buildings were built in the early 1960's and some could provide very useful facilities for a range of community use. The cafeteria - auditorium building ("cafetorium") has a stage, large kitchen, auxiliary rooms for meetings and is located at the southerly edge, with substantial parking. This facility and related site area - approximately three acres - would meet community facility needs cited in the recent City study (see p. IV - 51).
- Traffic generated by development on the site will add to the cumulative affects of other nearby development, including any uses on the Roberts Landing area, and will increase an already significant community concern.
- The site is impacted by noise from the adjacent railroad and, to some extent, from traffic on Wicks Boulevard.
- Development of the site may be subject to significant seismic hazards due to soils characteristics. These need to be investigated prior to development.
- The site is separated from the environmentally sensitive Roberts Landing area by a railroad. Although there is no identified significant habitat area on the site this should be verified as part of an environmental review in connection with development.
- San Leandro has an established need for affordable housing for people living and working in the City. An appropriate portion of any residential development should provide for housing needs identified in the General Plan.

- Fiscal impacts of development of the site must be assessed as part of the development approval process.

**Development Concept - Marina High School:** These factors suggest the following use pattern as appropriate for this site:

- Low to low-medium density residential uses, with an average density ranging up to approximately 12 units per acre.
- Because of its size, a mix of different residential types is likely to be more marketable and provide more flexibility in site planning.
- Retention of the "cafetorium" facility of the former high school will add value to new development and the surrounding community. With careful site planning and design treatment it can be integrated with the adjacent new areas.
- Some very high quality light industrial - business park use may be appropriate if the transition between it and residential use is carefully handled.

## **AREA II: SAN LEANDRO ROCK COMPANY QUARRY**

**Site Description - Quarry Site:** This area of approximately sixty acres is in the County and is located on Lake Chabot Road just easterly of the City's low density, single-family Bay-O-Vista neighborhood and is no longer an active quarry, having been closed in 1987. The site was graded during final quarrying activity so as to leave much of it in a form suitable for future development. This work has been done in accordance with conditions placed on the surface mining permit ("use permit") granted to the quarry in the late 1970's by Alameda County.

The site's southern boundary abuts the County-owned Fairmont Hill property and, is characterized by:

- Steep terrain on parts of the site.
- Earthquake hazards due to location of the active Hayward fault main trace and a parallel fault trace that may potentially be active. The Alquist-Priolo Special Study Zone follows the Hayward fault trace and includes parts of the site.
- Proximity to low density single-family residential development and to large areas of park and open space.
- Excellent views from the site and, from some locations, of the site.
- Higher portions of the site have restricted water availability.



- Extensive grading or excavating, with little natural surface remaining. It has several benches or pads specifically graded to provide developable areas. The major ungraded area is the ravine through which the Hayward fault passes and which, therefore, is not suitable for development.
- Because the soil has been largely removed and the re-contoured areas consist of engineered fill, landslides are not likely to be a major problem.
- For the same reason, undisturbed natural habitat areas are limited, with the ravine the major remaining such area.
- Access is limited to Lake Chabot Road (except for a possible emergency vehicle only road link to the Fairmont Hill area). This access, however, is on to a narrow, two-lane roadway with dangerous sight distance conditions and other design problems.
- Sewer, water and other utility services are provided via Lake Chabot Road and that is the only feasible access for emergency vehicles, schools and most goods and services. The only built-up urban area to which the site relates is San Leandro and annexation to the City is appropriate.

**Development Concept - Quarry Site:** These factors suggest the following use development pattern for this area:

- Overall residential density consistent with environmental constraints and not exceeding nearby hillside development in San Leandro (about three dwelling units per acre).
- Provision of high quality housing with a range of higher and intermediate housing prices.
- Provision for clustering some or most of the development in order to minimize grading and loss of open space, and views, reduce landslides and seismic risk, and reduce utility service costs.
- Improvement of Lake Chabot Road and access points to it so as to provide a safe entry to the site.
- Recognition of the aesthetic and environmental values of nearby open space. The site planning and building design should be of particularly high quality because of the visibility of the site from other parts of the community and its location in an open space area.
- Development consistent with the ability of the City and other agencies to extend public services to the area.
- Possible provision for transit connections to BART and employment areas to reduce travel and make clustered higher density development more feasible.

## **FAIRMONT HILL AREA:**

Adjacent to the San Leandro Rock Quarry Site to the south and just east of the City boundary of the Bay-O-Vista Neighborhood is a 182-acre parcel owned by Alameda County. As noted on page V-43, the County and City are jointly preparing a specific plan for this area. The plan has been drafted and review of the Draft Environmental Impact Report completed. The East Bay Regional Park District (EBRPD) has expressed interest in acquiring all or part of the site and final action on the Specific Plan and completion of a final EIR have been suspended pending negotiations between EBRPD and Alameda County. The City Council has directed that the land use element not include specific land use recommendations regarding this area while EBRPD/County negotiations are underway. Upon successful completion, or termination of those negotiations, the Specific Plan will be further reviewed, revised as appropriate and, after public review and hearings, considered for adoption as the appropriate land use policy for this area.

## **AREA III: FORMER CITY CORPORATION YARD SITE**

**Site Description - Corporation Yard Site:** This property consists of approximately seven acres at the northeast corner of Davis Street and San Leandro Blvd. With the addition of residual property after widening Davis Street and San Leandro Blvd., the site has extensive frontage on these key gateway streets. It is also diagonally opposite the San Leandro BART Station. The north and east sides of the site are bordered by San Leandro Creek and two multi-story residential condominiums. The site is in the Plaza 2 Redevelopment Project Area and is governed by the Redevelopment Plan for that Project.

### **Major Land Use Factors:**

- The site has excellent visibility from adjacent streets and BART and is part of the developing new gateway to central San Leandro via Davis Street. Exceptionally high quality design is called for.
- San Leandro Creek is a tree-lined natural creek channel which provides a good opportunity for an attractive, natural open space feature. The creek banks must be protected in accord with Alameda County Flood Control.
- Primary access to the site must be via a new intersection on San Leandro Blvd., north of Davis Street. Carpentier Street will be limited to secondary and emergency access. Present and projected traffic levels on Davis Street and San Leandro Blvd. are high.
- The site has all basic public utilities and services available.
- Soils will require additional investigation as there is some unconsolidated fill near the creek which must be removed or especially designed for.
- The site is conveniently close to downtown commercial and service businesses and professional offices.
- The site is very close to public transit via BART and AC Transit

**Range of Uses - Corporation Yard Site:** These factors suggest the following use pattern as appropriate for this site:

- Development with relatively intensive employment, such as office use, which can take advantage of "off-peak" and "reverse direction" peak hour transit capacity.
- High employment use would also support downtown commercial activity.
- Some high density residential use, especially for small households without children, such as the elderly, might be compatibly mixed with office uses on the site.
- Some business or commercial services supporting office use or high density residential could be included in the use mix. These uses could include restaurants, meeting facilities, office supplies and services, financial services, professional offices, etc.
- Very high site and building design quality is important and "landmark" character should be sought.

#### AREA IV: AREA SOUTH & WEST OF BART STATION

**Site Description - South & West of BART Station:** This area includes the blocks fronting on the easterly side of Martinez Street from Thornton Street to West Estudillo Avenue. It also includes the area bounded by Williams Street, Alvarado Street, Thornton Avenue and the Union Pacific Railroad. It is bounded on the east by the BART Station or San Leandro Blvd. The area is now developed with a range of unattractive older, mostly obsolete and blighted industrial and commercial buildings. The area was recently added to the Plaza 2 Redevelopment Area and is governed by the Redevelopment Plan for that project.

#### Major Land Use Factors:

- The area is broken up by the Santa Fe-Southern Pacific and the Union Pacific Railroads and BART rail lines. This also results in high noise and vibration levels.
- The site is close to the BART Station and transit service although portions are separated by the rail lines which have limited vehicle and pedestrian crossing points.
- The area is very visible from BART and it is on or close to the key Davis Street gateway to central San Leandro.
- Land assembly and street pattern changes are needed to create more easily redeveloped parcels. Extension of Alvarado Street from Davis south to Thornton Avenue will improve circulation and access to the area.
- Utility services and public services are generally available and adequate.



**Range of Uses - South and West of BART Station:** These factors suggest the following use pattern as appropriate for this area:

- As with the Corporation Yard site, uses should provide employment which can take advantage of the "off-peak" and "reverse-direction" transit capacity. This could be higher intensity close to BART and lower intensity further from the station.
- Business park and light industrial-office uses would be compatible with the nearby light industrial areas and rail lines and would be relatively noise tolerant.
- Consideration of restaurant, meeting facility, and hotel uses may be appropriate if there is sufficient market support.
- Any development should have a very high level of design quality because of the area's high visibility.
- Direct pedestrian linkage to the BART Station is desirable if economically feasible.

#### **AREA V: WEST DAVIS STREET INDUSTRIAL AREA**

**Site Description - West Davis Area:** This area includes a large, irregularly shaped portion of San Leandro's western industrial development, including much under-developed or poorly developed land. It includes the properties served by unimproved "Phillips Lane" (Lasley Truck Stop area); property with difficult access due to the Davis Street overpass [Beecher Street, Carden Way, and the Davis Street one-way loop]; and various low intensity industrial uses in the area west of Doolittle Drive on Davis Street including and the private unimproved easement known as "Eden Road". The industrial uses include scrap metal dealers, a slaughterhouse and feed lot and auto dismantling.

#### **Major Land Use Factors:**

- Although there is a mix of newer and older sound industrial development in the area, much of the property is poorly developed and blighted by various conditions. The Phillips Lane (Lasley Truck Stop) area has been included within the Plaza 2 Redevelopment Project and is governed by the project's approved Redevelopment Plan.
- Doolittle Drive and Davis Street are key entry routes to San Leandro from the Oakland airport area.
- Local traffic circulation is poor and a number of streets and private roads are unimproved or poorly improved. In particular, the west end of Davis Street is restricted to one means of access and both private development and the important public needs of the City's Water Pollution Control Plant and Oakland Scavenger Company refuse transfer station are vulnerable to any closure or restriction of the Davis Street entry.

- Through traffic on Davis Street and Doolittle Drive, both State highways, is heavy and projected to get much heavier. The Nimitz Freeway on the area's eastern edge is heavily congested.
- Assuming traffic problems are not so severe as to be a constraint, access to the regional highway system, rail lines, and Oakland airport is excellent.
- Portions of the slaughterhouse and feed lot site are wetland subject to the jurisdiction of the U.S. Army Corps of Engineers.
- The various industrial uses, especially scrap metal, auto dismantling and the slaughterhouse, may have contaminated soils with toxic or hazardous materials. The extent of possible contamination is unknown but clean-up or removal costs could be substantial.
- The proposed "Trail Around the Bay" pedestrian and bicycle trail system would run through the area in some manner as a connection between Oyster Bay Regional Shoreline and park and open space north of Oakland airport around San Leandro Bay.
- The area is on the approach to the Oakland North Airport and portions are within the North Airport Safety Zone as established by the Airport Land Use Commission (ALUC).
- Much of the area is quite visible from the Maltester-Polvorosa over-crossing on Davis Street.
- The problem of attracting good quality new development into an area riddled with poor quality and blighting conditions indicates use of redevelopment may be necessary to provide assurance of coordinated change.

**Range of Uses - West Davis Area:** These factors suggest the following use pattern as appropriate for this area:

- Consolidation of land into sites of sufficient size and desirable shape to permit business park-light industrial development.
- Peak period traffic generation should be low to moderate because of projected traffic constraints.
- Uses which can take advantage of the Oakland airport for freight shipping would be appropriate.
- Uses with large volumes of heavy truck traffic should be carefully reviewed to determine the potential impact on existing traffic conditions and street system.
- Commercial uses related to the airport, including hotel, meeting and restaurant complexes, car rental and, possibly, office uses may be appropriate on the Doolittle Drive approach to the airport provided they can meet safety policies established by the ALUC.

- Consistent with ALUC and Federal Aviation Administration (FAA) policies, uses which involve heavy concentrations of people or large quantities of dangerous or inflammable materials should not be located within the Oakland North Airport Safety Zone. Building and structure height should be restricted as necessary to assure safety.

The portion of this area north of Davis Street and near Beecher Street and Phillips Lane has recently been incorporated into the Plaza 2 Redevelopment Project area and that program will be the primary means of eliminating blight and upgrading in that area. The area between Doolittle Drive and Beecher Street may require some use of redevelopment or an assessment district but may also be subject to improvement through more traditional land use controls, code enforcement and voluntary efforts.

The lower Davis Street area west of Doolittle Drive presents a complex and different problem. The provision of proper access and infrastructure is costly but can be estimated with some degree of accuracy. The big unknown is the potential cost of eliminating or mitigating environmental problems, especially any contaminated soil. Only after an environmental investigation is completed will it be possible to even estimate these costs and only after an estimate is available will it be possible to project whether there is any affordable and practical means of redeveloping the area or portions of it.

#### AREA VI: PERALTA AVENUE AREA, WEST OF SAN LEANDRO BOULEVARD

There is one area on Map 19 designated as a Major Change area which has serious constraints that preclude its being more intensively developed until they are removed. However, if the constraints are removed it could change very greatly. This is the large I-2 zoned underdeveloped area between the BART - Union Pacific Railroad and the Southern Pacific Railroad north of San Leandro Creek and that is accessible only via Peralta Avenue.

This access limitation is the area's major constraint. Without a second means of access, and especially access not subject to blockage at a railroad crossing, it is not desirable to have intensive development of the property. Other significant constraints that affect the property are:

- The inadequacy of public infrastructure, especially the lack of EBMUD water and the Peralta Avenue Street improvements.
- The number and shape of individual parcels.
- The generally low quality of structures and uses.
- The relationship to a section of San Leandro Creek which is still in its natural state.
- The fact that the area is divided by the San Leandro-Oakland City boundary with part accessible only via substandard Oakland streets and a deteriorated area of Oakland.



- The area is very visible from BART and the San Leandro Boulevard gateway to the City so new development must have high quality design.

In order to achieve high quality redevelopment, it is necessary to provide a second access and eliminate or respond properly to all the other constraints. This will require a comprehensive approach to planning and development and the new development will have to be intensive and valuable enough to bear almost all of the substantial costs of eliminating the constraints. Lower quality, piece-meal development that compromises the opportunity to properly improve the entire area should not be permitted. Present zoning should be amended to provide for discretionary review of all new development in the interim until the appropriate planning and development approaches are determined. That determination should be made at such time as either one or more property owners are prepared to take the lead and pay the costs for a private comprehensive redevelopment program or the City is prepared to undertake redevelopment or other public approaches to solution of the areas problems. In either situation, the most appropriate uses appear to be in the light industrial, business park or office categories. The area is not well located for residential use since it is not convenient to goods and services, schools, parks, churches or public transportation and is hemmed in by rail lines. For the same reason retail or other light commercial use is also not appropriate.

If acceptable access can be provided, such as by the northerly extension of Alvarado Street across San Leandro Creek, a plan for new use of the area using the procedural approach set forth in the General Plan should be prepared. The product of that approach might be a Specific Plan, to be implemented primarily by private owners and developers, possibly using an assessment district approach. Alternatively, and necessary to eliminate blighting factors, a Redevelopment Plan adopted by the City and Redevelopment Agency.

#### GENERAL CONCLUSIONS REGARDING MAJOR CHANGE AREAS

The major change areas discussed above are complex areas with numerous uncertainties which require further analysis by the City and any potential developers. The future use considerations listed above are only a guide to be used during the site analysis process described previously. The City's experience has been that major development proposals usually differ somewhat from previous expectations and plans, usually for very good and not fully foreseen reasons. The fact that a proposal does not exactly match some previously adopted plan does not necessarily make it "bad" as there are many variations and alternatives which can be "good" planning. As stated above, having a sound process for decision making is the key to good decisions.

## CITY GOALS AND POLICIES RELATED TO LAND USE

### Overall Goals

Because so many issues can be raised in making important land use decisions, it is not easy to establish simple goals for land use policy. In order to provide direction for decisions, the following general goals are stated:

- ° To maintain a balance among the various land uses -- residential, employment, service, commercial and public facility -- and to integrate them with a minimum of conflict.
- ° To respond in an orderly manner to change by phasing out obsolete uses and buildings, maintaining and upgrading those which retain economic value, and phasing in new activities.
- ° To integrate the goals and policies of this General Plan in land use and development decision.

The preceding sections have discussed in general terms, the "Major Change" sites and have provided guidance for formulating development proposals for them. It is necessary, however, to summarize all of the development policies pertinent to planning decisions in all three "level of certainty" areas. For convenience, the major policies set forth in the other elements of this General Plan and those that apply particularly to land development are summarized below. They are grouped by the land use type with which they are normally associated, but should not necessarily be considered as exclusive to one type of land use.

### Key Issues for the Future

- A) Neighborhood and Land Use Integrity
- B) Community Cohesiveness
- C) Appearance and Identity
- D) Security
- E) Social and Cultural Life
- F) Economic Vitality and Opportunity

### Policies

#### Related to Development in General

1. The relationship of major land use decisions to the Region and to the planning policies of other levels of government which are affected by the development shall be considered.
- A 2. New development shall be compatible with adjacent existing development.

- A and F 3. Mixed use developments shall be encouraged where compatibility among uses and other benefits such as energy conservation, convenience and shared use of public facilities can be achieved.
- A 4. All land development, improvement and rehabilitation projects shall fully provide for adequate parking, loading, access and on-site public facilities and shall provide for improvement of on-site and off-site public facilities without increasing the burden on the existing public facilities or infrastructure.
- C and F 5. The appearance and design of both new development and major refurbishing shall meet high standards appropriate to the need for San Leandro to remain competitive with development in newer areas. This policy shall apply to all types of land use and to all areas of the City.
- A thru D 6. The City will actively seek to enhance the image and definition of San Leandro by upgrading the appearance and quality of all major entry streets and borders with other communities.
- A and F 7. The City will take an active role in efforts to retain businesses and industries now located in the City, to encourage new firms to locate here and to assist in the economic re-use of properties left vacant by business closure or relocation.
8. Encourage development of Transportation Systems Management (TSM) techniques to reduce traffic impacts on the community.

#### Related to Residential Use

- A and D 9. Established residential areas shall be protected from intrusion of inappropriate uses and significant adverse impacts of adjacent development.
10. Wherever possible, traffic not originating within a residential neighborhood shall be directed around it or through it only on major arterial or collector streets.
- A 11. Areas which are close to local public transit lines and which are convenient to commercial areas serving residential needs should be developed at medium and high densities.
- A 12. Multi-family densities (Density Ranges C, D and E) shall be considered maximum densities which should be permitted only when it can be clearly established that any potential impacts on nearby lower density areas are reasonable, and where street capacity and design is adequate to accommodate traffic and parking impacts.
- A 13. Low density residential development should not occur in areas appropriate for higher densities.



- A and E 14. New residential development shall provide adequate open space and recreation facilities for resident use.
- F 15. A range of housing types shall be provided in accordance with the policies contained in the Housing Element.

Related to Commercial Use

- C and F 16. New investment in existing commercial districts which will increase their attractiveness and improve their service to the community shall be encouraged.
- C and F 17. Automobile-dependent commercial development on existing strip commercial areas shall be discouraged.
- A and F 18. Development which weakens the ability of a commercial area to survive as a cohesive economic unit shall be prohibited.
- A, D and F 19. Uses which have a detrimental affect on commercial or residential land use because they are indicative of undesirable economic or social conditions shall be prohibited or subject to conditional approval.
- A and F 20. The concentration of office and retail uses in and near the downtown area shall be encouraged.
- F 21. The shift of strongly automobile oriented uses away from pedestrian-transit oriented areas such as downtown and the Bayfair BART station area shall be encouraged.

Related to Industrial Use

- A and F 22. Major rehabilitation and improvement of industrial facilities when a change of use occurs shall be encouraged. Discretionary approvals, such as conditional use permits shall include requirements for upgrading as conditions of approval.
- F 23. Provision for alternative means of travel to work in place of the private automobile shall be encouraged in connection with new and existing industrial uses.
- A, C, F 24. Improvement of the appearance and design quality of the City's industrial areas, so as to improve competition with other communities and to attract new occupants when buildings are vacated, shall be encouraged.
- A and F 25. Non-industrial uses shall be permitted in industrial areas to the extent they are compatible with the existing uses and to the extent they help maintain the economic viability of industrial areas.

- A and D 26. Uses which involve toxic or hazardous materials shall be controlled so that adverse impacts on nearby property are eliminated.

#### Related to Fiscal Concerns

- A thru F 27. New development shall pay costs of City facilities and services required to serve the development that are not balanced by City revenues created directly by the development.
- A thru F 28. Uses which produce net new revenue to the City shall be encouraged.

#### Related to Energy Conservation

29. New development shall incorporate energy conserving features in the site and building design and in use of energy for lighting, heating and cooling and other activities.
30. Developments that include alternate energy sources, such as solar or co-generation, shall be encouraged.
31. Mixing or close proximity of land uses shall be encouraged where doing so reduces energy use for travel to local employment, shopping, recreation, school, etc.
- F 32. Development of areas near public transit shall be encouraged in a manner that will (1) increase use of transit at off-peak times or in reverse peak direction, (2) make more efficient use of energy and capital investment in mass transit.
- F 33. The design of new development near public transit facilities shall incorporate features which encourage transit usage.
34. Provisions for bicycle lanes, auto or van pools, transit vehicles, pedestrians and other energy efficient ways of travel shall be included in street improvement projects.

#### Related to Hazard Prevention and Environmental Concerns

- D 35. Risks from geologic, seismic, or flood hazard shall be minimized by appropriate location, site planning and building design for new developments or major changes in existing developments. Where risks cannot be reduced to an acceptable level, development shall be prohibited.
- D 36. All new development shall provide adequate access for emergency response to hazards or threats to security.

- D 37. Modification of existing development which now faces high risk from hazard or lack of security shall be encouraged, and where necessary required, so as to reduce risk and reduce costs of providing emergency services.
- A 38. Noise generated by new development shall not exceed noise level standards specified in this General Plan.
- A 39. Development in locations where people would be exposed to noise levels greater than specified in this General Plan as being acceptable shall be discouraged and mitigation measures sufficient to reduce noise levels to an acceptable level shall be provided.
40. New development shall incorporate water conservation and reuse measures both to reduce consumption of water and consumption of energy in transporting water.
41. Significant existing topographic features of development sites shall be preserved wherever possible.
42. Development which results in grading or in increased water runoff on unpaved areas shall be controlled as necessary to minimize erosion and sedimentation.
43. Development which results in increased runoff from paved or impervious areas shall be controlled so as to reduce pollution of streams and the San Francisco Bay area.
- A 44. Development which emits odors or air pollutants shall be required to reduce emissions to an acceptable level.
- A 45. New development shall not significantly damage natural areas or wildlife habitats or result in the loss of important natural resources.
- C 46. New development shall be required to utilize and enhance scenic and aesthetic qualities of its site and surroundings.
- C and F 47. Unattractive features of the urban setting, such as overhead utility wiring, excessive signing, deteriorated or obsolete structures, weedy, littered, and unsightly lots, etc., shall be removed in connection with new development or major change in existing development or through systematic enforcement of community standards regulations.
- D 48. An environment for living, working, shopping and recreation which is secure from threats of violence to persons or property shall be a general objective of all development and redevelopment.
- B, E, F 49. Development of, or retention of, those public and institutional uses which provide necessary services and advance the quality of life of the community, including hospitals, schools, churches,



community facilities, libraries, theaters, and park and recreation facilities, shall be encouraged.

- E 50. Impacts on buildings or sites of significant archaeological, historic, or architectural character shall be carefully weighed and such buildings or sites protected wherever it is reasonably feasible to do so.









# APPENDIX A SOILS GROUPINGS

## SAN LEANDRO SOILS GROUPINGS

The following map and related table describe, in general terms, the soil groupings and their characteristics found in the San Leandro area. They are a general guide only and any specific development or construction proposal must, of course, undertake its own specific analysis of soil conditions on the site in question.

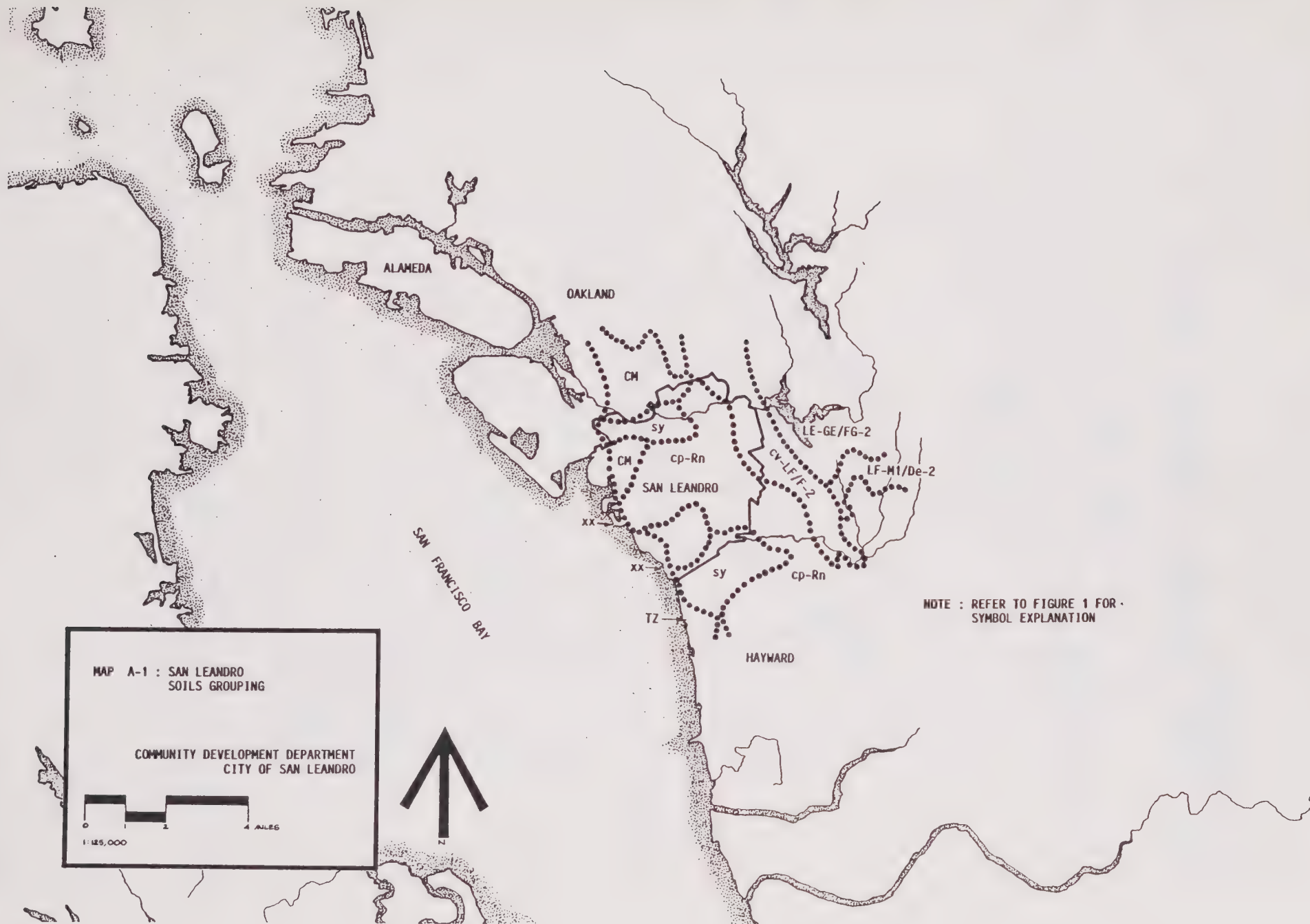
Soils in San Leandro, for the most part, do not present serious problems vis-a-vis either construction or erosion but there are some areas of the Bay frontage and in the hills in or adjacent to the City which can potentially have serious problems. These areas are discussed in the General Plan Land Use section.

FIGURE 1: GUIDE TO SOILS GROUPING MAP

Map Symbol <sup>1</sup>	Soil Capability	DEGREE OF LIMITATION FOR:		
		Foundation Soil Pressure	Shrink-Swell Behavior <sup>2</sup>	Steel Corrosivity
sy	Requires moderate conservation practices due to erosion and drainage problems.	Moderate	Moderate	High
cp-Rn	Requires moderate conservation practices due to fine soil texture.	Moderate	High	Moderately High
CM	Requires special conservation and planting practices due to wetness and fine soil texture.	Moderate	High	Very High
LE-GE/ FG-2	Has severe limitations for planting due to extreme erosion problems.	Slight	Low	Low
LF-M1/ De-2	Requires very careful conservation and planting practices due to erosion problems and fine soil texture.	Moderate	High	Moderately Low
cv-LF/ F-2	Has severe limitations for planting due to erosion problems and fine soil textures.	Moderate	High	High
TZ	Has severe limitations due to wetness and salinity and restricts use to wildlife, recreation or aesthetic purposes.	Severe	High Shrink Low Swell	Very High
xx	Made soil over Bay Mud.	Varies with type of soil or fill		

<sup>1</sup> U.S. Department of Agriculture Soil Conservation Service symbols.  
<sup>2</sup> Volume change with change in moisture content.





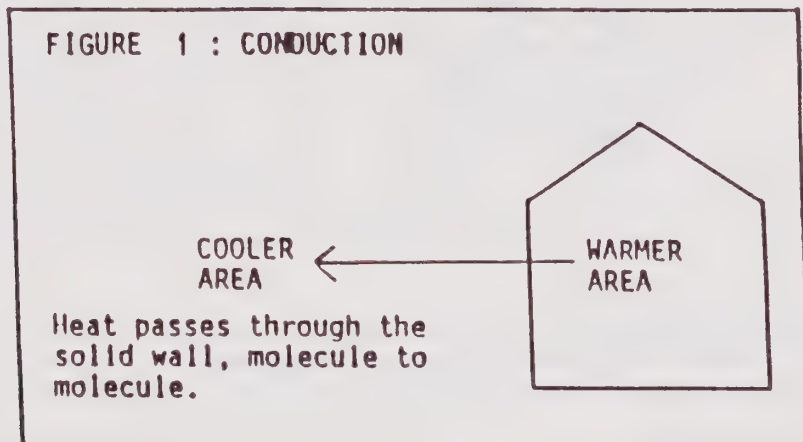


# APPENDIX B

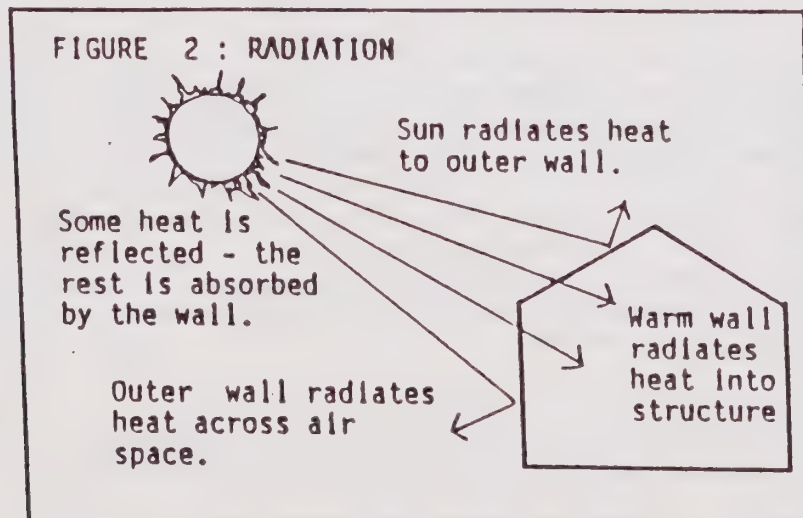
## SOLAR ENERGY CHARACTERISTICS

### SOLAR ENERGY CHARACTERISTICS

Solar energy, or heat, moves from warmer areas to cooler areas continually. There are three ways heat moves that are basic to understanding solar energy.



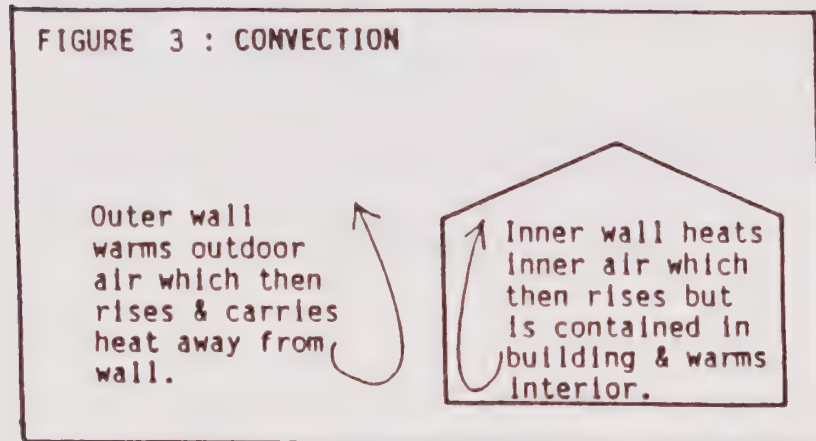
- Conduction is when heat moves through a solid object or from one object to another touching the object. Conduction is why heat moves easily through an un-insulated wall.



- Radiation is when heat jumps from warm objects to cooler ones without heating the air in between. Through radiation the cool object absorbs some energy from the warmer object and reflects the remainder.



FIGURE 3 : CONVECTION



- Convection is when air motion carries heat from warm objects to cool objects. When air warms, it rises, and when it cools, it sinks. Convection will only occur when there is enough airspace to keep the circular currents going.

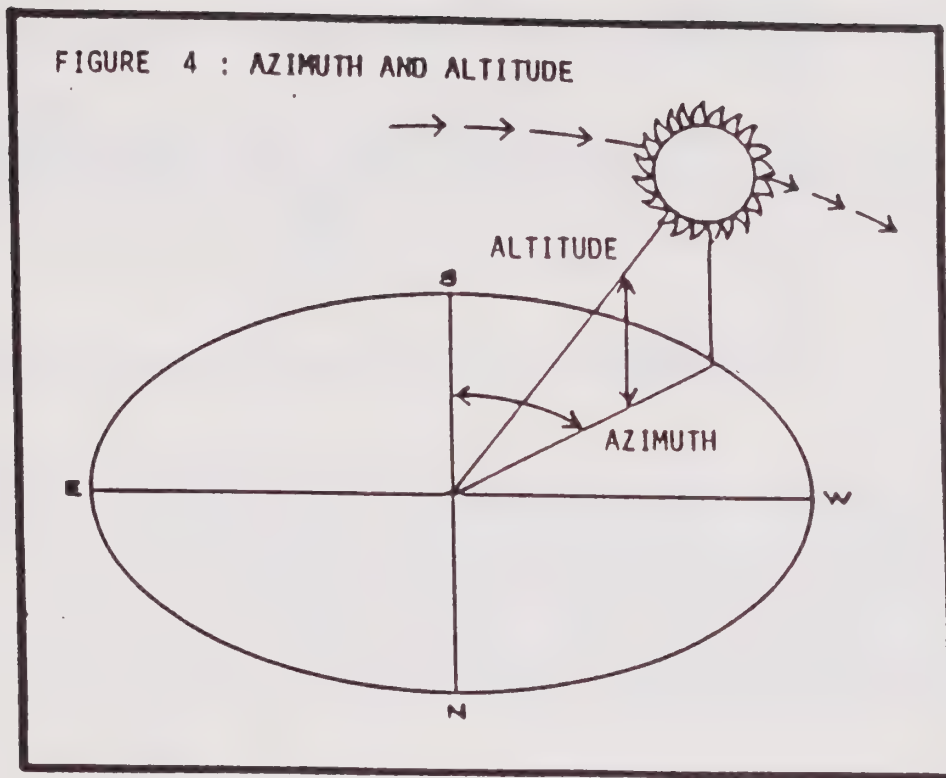
To get significant benefit from the sun's energy, the structure to be protected from heat loss or gain should be assimilated into its climate.

Thus, the first step in designing a structure for solar heating is to know thoroughly the climate of the area where it will be built. The weather patterns and zones of San Leandro have been described in the "Air Resources" section. Beyond these general areas, however, are microclimate zones. These zones have their own climatic characteristics due to topography, landscaping, and proximity to other structures, major streets or freeways, industrial areas or open space. A structure in the Bay-O-Vista area will have a different microclimate than a structure bordering San Leandro Creek a half mile away.

The most crucial determination is where the sun is in relation to the site. To gain maximum benefit from the sun's heat, the solar heating system should be able to follow the sun's movement across the sky. These movements happen in two ways:

- The azimuth, in solar planning, is the position of an object measured from true south with a negative value to the east and a positive value to the west. Therefore north would be at 180°, east at -90° and west at +90°.

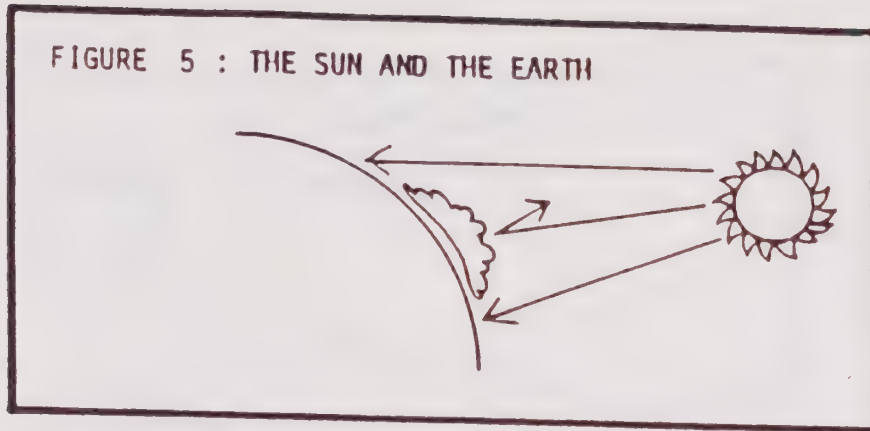
FIGURE 4 : AZIMUTH AND ALTITUDE



- The altitude changes with the progression of the seasons. On June 21, the summer solstice, the sun is the farthest north. On December 21, the winter solstice, the sun is at the farthest south. On September 21, and March 21, the autumnal and vernal equinoxes, the sun is over the equator.

At any point along the sun's annual path, its angle above the horizon, the altitude, is determined by the latitude. San Leandro's latitude is  $37^{\circ} 43'$ . The further north you go, the lower the angle of the sun in the sky. As a result the sun's rays strike the curved surface of the earth at more oblique angles near the poles.

FIGURE 5 : THE SUN AND THE EARTH



To design a solar heating system, the altitude of the sun as of December 21 is used because it is the date of the sun's lowest point on its path. If the structure or solar heating system is relatively free of shadows on this date, maximum benefit from the sun can be gained the rest of the year. On this date, the surfaces facing south will receive the greatest amount of sun. A structure facing within 20° east or west of true south will receive close to maximum heat. Any surfaces facing north will receive no direct winter sun at all, east surfaces only in the morning and west surfaces only in the afternoon.

FIGURE 6: SOLAR DATA FOR LATITUDE 37°

DATE: December 21

TIME OF DAY	8	9	10	11	12	1	2	3	4
ALTITUDE	7.0°	15.9°	23.4°	27.5°	29.1°	27.5°	23.4°	15.9°	7.0°
AZIMUTH	-53.2	-42.4	-29.9	-15.5	0	+15.5	+29.9	+42.4	+53.2
% OF RADIATION	5.6	11.0	12.9	13.7	13.9	13.7	12.9	11.0	5.6

There are three basic types of solar heating systems:

- A passive system uses the orientation and design of the structure itself to receive the sun's energy. There are no mechanical receiving devices.
- An active system uses mechanical means, such as solar panels and piping, to receive and transfer the energy to a structure.



- A hybrid system is a combination of passive design structure with an active mechanical system incorporated into the design.

All three of these types can be used in new structures or retrofitted into existing ones, and all three have the same functions: collection, storage and distribution.



# APPENDIX C

## HABITAT DATA

### HABITAT DATA

#### MAJOR PLANT AND WILDLIFE RESOURCES FOUND IN THE SAN LEANDRO AREA

1. HABITAT	WOODLAND
Description	Northern, eastern slopes; canyon bottoms; moist shaded areas.
Trees	Pines, Coast Live Oak, California Laurel, Sycamore, Willows.
Shrubs	Poison Oak, Toyon, California Coffeeberry.
Other Plants	Ferns, Rye and Needle Grasses, Indian Paint Brush, Columbine.
Amphibians	California Newt, California Slender Salamander, Pacific Tree frog.
Reptiles	Western Skink, Rubber Boa, Western Rattlesnake.
Birds	Turkey Vulture, Red-tailed Hawk, Golden Eagle, California Quail, Raven.
Mammals	Opposum, Raccoon, Gray Fox, Mule Deer.
Rare/Endan.	Alameda Striped Racer (reptile).
2. HABITAT	FRESHWATER
Description	Ponds, lakes, creeks and areas immediately adjacent to freshwater.
Trees	Willow, Sycamore.
Other Plants	Cat-tails, Reeds, water plants.
Fish	Sturgeon, Trout, Catfish, Sunfish, Bass, Carp.
Amphibians	California Newt, Western Toad, Frogs.
Reptiles	Western Pond Turtle, Western Aquatic Garter Snake, Kingsnake.
Birds	See Woodland; also Loons, Grebes, Ducks, Osprey, Egrets, Herons.
Rare/Endan.	See Woodland.
3. HABITAT	BRUSH
Description	Dry, exposed hillsides, steep slopes, thin soils, "Coastal Scrub".
Trees	Coast Live Oak.
Shrubs	Coyote Brush, Poison Oak, Sagebrush.
Other Plants	Hoary Nettle, Thistle, Lupine.
Amphibians	See Woodland.
Reptiles	See Woodland.
Birds	See Woodland; also Finches, Larks.
Mammals	See Woodland; also Bobcat.
Rare/Endan.	See Woodland; also Samuel's and Alameda Song Sparrows.



HABITAT DATA (cont.)

4. HABITAT	GRASSLAND
Description	Open, grassy hills and ridges, sunny southern and eastern slopes.
Trees	Coast Live Oak.
Shrubs	None.
Other Plants	Foxtail, Rye and Brome Grasses, Thistles, California Poppy.
Amphibians	Western Toad, Pacific Tree frog.
Reptiles	See Woodland.
Birds	See Woodland (except Quail); also Barn Swallow, Blackbirds.
Mammals	See Woodland; also California Vole, Blacktail Jack Rabbit.
Rare/Endan.	See Brush.
5. HABITAT	SALT-TOLERANT DIKE VEGETATION
Description	Near or adjacent to Bay, saline soil, lots of exposure to sun and wind.
Shrubs	Alkali Heath, Salt Grass, Salt Brush, Sand Spurrey.
Other Plants	Pickleweed, Marsh Grudelis, Fat Hen.
Reptiles	Western Fence Lizard.
Birds	Mallard, Cinammon Teal, Egrets, Herons, Gulls, Plovers, Hawks.
Mammals	California Vole, Norway Rat, Blacktail Jack Rabbit.
Rare/Endan.	Bald Eagle, Least Tern, Samuel's and Alameda Song Sparrows.
6. HABITAT	SALT MARSH
Description	Borders the Bay, saline silt, clay and sand, exposure to sun, wind.
Plants	Pickleweed, Cordgrass.
Fish	Three-spine Stickleback, Smelt, Flounder, Sanddabs.
Birds	Loons, Grebes, Ducks, Sandpipers, Owls, Terns, Egrets, Herons.
Mammals	Ornate Shrew, Norway Rat, Blacktail Jack Rabbit.
Rare/Endan.	Peregrine Falcon, Black and Clapper Rails, Least Tern, Salt Marsh Yellowthroat Warbler, Salt Marsh Harvest Mouse.

HABITAT DATA (cont.)

7. HABITAT	INTERTIDAL MUDFLATS
Description Plants Invertebrates Fish Birds  Rare/Endan.	Little or no high vegetation, dominated by tidal action. Diatoms, Algae. Clams, Bay Shrimp, Polychaetes, Mud Crab. Smelt, Flounder, Anchovy, Striped Bass, Leopard Shark. Loons, Grebes, Coot, White Pelican, Cormorants, Gulls, Egrets. Brown Pelican, Clapper, Rail, Least Tern, Bald Eagle.
8. HABITAT	SUBTIDAL
Description Plants Invertebrates Fish Birds Mammals Rare/Endan.	Below the low tide line, San Francisco Bay. Algae. Clams, Crabs, Gastropods, Polychaetes. See Intertidal Mudflats. See Intertidal Mudflats. Harbor Seals. See Intertidal Mudflats.
9. HABITAT	CULTIVATED VEGETATION
Description Plants  Reptiles Birds  Mammals	Found in all areas of city, mostly dependent upon irrigation. Too numerous and varied to list, native and exotic species. Western Fence Lizard. Larks, Swallows, Robin, Raven, Warblers, Mockingbird, Pipits. Opposum, Fox Squirrel, Mice, Black Rat.
10. HABITAT	RUDERAL
Description Plants  Reptiles Birds  Mammals	Disturbed areas with weedy plant life. Brome Grass, Thistle, Mallow, Anise, Mustard, Poison Hemlock. Western Fence Lizard, Gopher and Garter Snakes. See Cultivated Vegetation; also Hawks, Phoebe, Gulls, Owls. See Cultivated Vegetation.
11. HABITAT	BARREN
Description  Birds	Areas covered with solid waste and/or spoils; no vegetation. Turkey Vulture, Common Raven, Common Crow, Gulls

HABITAT DATA (cont.)

12. HABITAT	SAND DUNE
<p>Description</p> <p>Plants</p> <p>Birds</p> <p>Mammals</p> <p>Rare/Endan.</p>	<p>Borders the Bay and salt marsh sand, saline silt, exposure to sun and wind.</p> <p>Beach bur, white-leafed saltbush.</p> <p>Sandpipers, terns, gulls, plovers.</p> <p>See salt marsh.</p> <p>See salt marsh.</p>



# APPENDIX D

## NOISE CHARACTERISTICS AND DATA

### INTRODUCTION

There has been increasing awareness in recent years that noise represents a serious environmental problem that jeopardizes the health and safety of residents of urban areas. Experts estimate that the overall noise level in the United States has increased at a rate of one decibel per year for the past 25 years. The U.S. Environmental Protection Agency estimates that 12.2 percent of Americans residing in urban areas are exposed to an average sound level greater than 70 decibels, a level at which permanent hearing loss may occur with extended exposure. By the same estimate, 78 percent are exposed to an average sound level greater than 60 decibels, enough to interfere with outdoor activity.

Fortunately, there is a great deal that can be done at all governmental levels and in the private sector to reduce noise levels and mitigate adverse impacts. Among the efforts currently being implemented are: nationwide noise emission standards for aircraft, automobiles, heavy equipment, and other noise sources, HUD regulations on housing insulation and site selection, Uniform Building Code standards, comprehensive community noise ordinances, and EIR review procedures.

The State of California, recognizing the scope of the noise problem, has required that each city's General Plan contain a Noise Element, and has designated the California Office of Noise Control as the agency responsible for developing guidelines for preparation of the element and for providing other assistance to local agencies.

The San Leandro Noise Element includes both the noise portion of Part IV of the City's General Plan plus this appendix and has been prepared in general accordance with the procedure set forth in the Office of Noise Control Guidelines. It was drafted by the Community Development Department, employing noise data provided by various transportation agencies as well as community noise data collected by the City staff. The Noise Element represents a comprehensive program to define the nature of the noise problem in San Leandro, to articulate the City's goals and policies in regard to near and long terms. It is anticipated that as new information regarding San Leandro's noise environment becomes available, as noise abatement technology evolves, and as national and statewide standards are revised, the Noise Element will be revised to reflect the new circumstances.

Because of the complexity of the phenomenon of noise, any plan or ordinance dealing with it will necessarily contain scientific terms that must be understood in order for the plan or ordinance to be an effective tool. For that reason, a thorough discussion of the physical qualities of noise, measurement techniques, and terminology has been provided. The level of detail presented is only that necessary to understand the Noise Element itself.

## Noise Element Mandate

Government Code Section 65302(f), as amended by Senate Bill 860 (Beilenson, 1975), requires as part of the General Plan: A noise element which shall recognize guidelines adopted by the Office of Noise Control pursuant to Section 39850.1 of the Health and Safety Code and which quantifies the community noise environment in terms of noise exposure contours for both near- and long-term levels of growth and traffic activity. Such noise exposure information shall become a guideline for use in development of the Land Use Element to achieve noise-compatible land use and to provide baseline levels and noise source identification for local noise ordinance enforcement.

The sources of environmental noise considered in this analysis shall include, but are not limited to, the following:

1. Highways and freeways.
2. Primary arterial and major local streets.
3. Passenger and freight on-line railroad operations and ground rapid transit systems.
4. Commercial, general aviation, heliport, helistop, and military airport operations, aircraft overflights, jet engine test stands, and all other ground facilities and maintenance functions related to aircraft operation.
5. Local industrial plants, including, but not limited to, railroad classification yards.
6. Other ground stationary noise environment.

The noise exposure information shall be presented in terms of noise contours expressed in community noise equivalent level (CNEL) or day-night average level (Ldn). CNEL means the average equivalent A-weighted sound level during a 24-hour day, obtained after addition of five decibels to sound levels in the evening from 7 p.m. to 10 p.m. and after addition of ten decibels to sound levels in the night before 7 a.m. and after 10 p.m. Ldn means the average equivalent A-weighted sound level during a 24-hour day, obtained after addition of ten decibels to sound levels in the night before 7 a.m. and after 10 p.m.

The contours shall be shown in minimum increments of 5 dB and shall continue down to 60 dB. For areas deemed noise sensitive, including, but not limited to, areas containing schools, hospitals, rest homes, long-term medical or mental care facilities, or any other land use areas deemed noise sensitive by the local jurisdiction, the noise exposure shall be determined by monitoring.

A part of the Noise Element shall also include the preparation of a community noise exposure inventory, current and projected, which identifies the number of persons exposed to various levels of noise throughout the community.

The noise element shall also recommend mitigating measures and possible solutions to existing and foreseeable noise problems.

The state, local, or private agency responsible for the construction, maintenance, or operation of those transportation, industrial, or other commercial facilities specified in paragraph 2 of this subdivision shall provide to the local agency producing the General Plan specific data relating to current and projected levels of activity and a detailed methodology for the development of noise contours given this supplied data, or they shall provide noise contours as specified in the foregoing statements.

It shall be the responsibility of the local agency preparing the General Plan to specify the manner in which the Noise Element will be integrated into the city's or county's zoning plan and tied to the Land Use and Circulation Elements and to the local noise ordinance. The Noise Element, once adopted, shall also become the guidelines for determining compliance with the State's Noise Insulation Standards as contained in Section 1092 of Title 25 of the California Administrative Code.

#### Purpose of the Noise Element

The Noise Element of the General Plan provides a basis for comprehensive local programs to control and abate environmental noise and to protect their citizens from excessive exposure to it. The fundamental goals of the Noise Element are:

- To provide sufficient information concerning the community noise environment so that noise may be effectively considered in the land use planning process. In doing so, the necessary groundwork will have been developed so that a community noise ordinance may be used to resolve noise conflicts.
- To develop strategies for abating excessive noise using cost-effective mitigation measures in combination with appropriate rezoning to avoid incompatible land uses.
- To protect those locations of the study area whose noise environments are now acceptable and those locations deemed "noise sensitive."
- To use the definition of the community noise environment as provided in the Noise Element for local compliance with the State Noise Insulation Standards. These standards require specified levels of outdoor to indoor noise reduction for new multi-family residential construction in areas where the outdoor noise exposure exceeds 60 dB (CNEL or Ldn).

---

<sup>1</sup>From: "Guidelines for the Preparation and Content of Noise Elements of the General Plan", California Office of Noise Control, February, 1976.



### Relationship to Other General Plan Elements,

The Noise Element is most closely related to the Land Use, Housing, Circulation and Open Space Elements. Recognition of the inter-relationships of noise and these four mandated elements is necessary in order to achieve an integrated General Plan. The relationship between noise and these four elements is briefly discussed below.

Land Use: A key objective of the Noise Element is to provide noise exposure information for use in the Land Use Element. The two elements can then determine compatibility of land uses in relation to current and projected noise contours.

Housing: The Housing Element considers the provision of adequate sites for new housing and standards for the housing stock. Since residential land use is among the most noise sensitive land uses, the noise exposure information provided in the Noise Element must be considered when planning the location of new housing.

Circulation: The circulation system is one of the major sources of noise. Noise exposure will thus be an important factor in the location and design of new transportation facilities and the possible mitigation of noise from existing facilities in relation to existing and planned land use.

Open Space: Excessive noise can adversely affect the enjoyment of recreational pursuits in designated open space. Thus, noise exposure levels should be considered when planning for this kind of open space use. Conversely, open space can be used as a tool to buffer noise sources from sensitive land uses through setback and landscaping. Open space designation can also effectively exclude other land uses from excessively noisy areas.

### Definitions,

Decibel, dB: A unit for describing the amplitude of sound (equal to .20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure, which is 20 micropascals [20 micronewtons per square meter]).

---

<sup>1</sup>From: "Guidelines for the Preparation and Content of Noise Elements of the General Plan", California Office of Noise Control, February, 1976.

A-Weighted Sound Level, dBA: The sound pressure level in decibels as measured on a sound level meter using the A-weighting filter network. The A-weighting filter de-emphasizes the very low and very high frequency components of the sound in a manner similar to the response of the human ear and gives good correlation with subjective human reactions to noise.

L10: The A-weighted sound level exceeded 10 percent of the sample time. Similarly,  $L_{50}$ ,  $L_{90}$ ,  $L_{99}$ , etc.  $L_{10}$  is sometimes used to represent the "average peak" sound level while  $L_{90}$  corresponds to an ambient or residual noise level.

Equivalent Energy Level,  $L_{eq}$ : The sound level corresponding to a steady state sound level containing the same total energy as a time varying signal over a given sample period.  $L_e$  is typically computed over 1, 8, and 24 hour sample periods, written as  $L_{eq}(1)$ ,  $L_{eq}(8)$ , etc.

CNEL: Community Noise Equivalent Level. The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of five decibels to sound levels in the evening from 7:00 p.m. to 10:00 p.m. and after addition of ten decibels to sound levels in the night before 7:00 a.m. and after 10:00 p.m. CNEL is the noise measurement usually used to describe airport noise environments.

Ldn: Day - Night Average Level. The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of ten decibels to sound levels in the night before 7:00 a.m. and after 10:00 p.m.

Note: CNEL and  $L_{dn}$  represent daily levels of noise exposure averaged on an annual basis, while  $L_{dn}$  represents the equivalent energy noise exposure for a shorter time period, typically one hour.

The purpose of CNEL and  $L_{dn}$  noise metrics is to account for the number of individual noise events, the loudness of those events, and the time of day they occur. The weighting of the evening and nighttime sound levels is due to the higher degree of annoyance due to noise at these hours.

Noise Exposure Contours: Lines drawn about a noise source indicating constant energy levels of noise exposure. CNEL and  $L_{dn}$  are the metrics utilized herein to describe community exposure to noise.

Ambient Noise Level: The composite of noise, at a given location from all sources near and far. In this context, the ambient noise level constitutes the normal or existing level of environmental or "background" noise.

Intrusive Noise: That noise which intrudes over and above the existing ambient noise at a given location. The relative intrusiveness of a sound depends upon its amplitude, duration, frequency and time of occurrence, and tonal or informational content as well as the prevailing ambient noise level.

Equal Noisiness Zones: Defined areas or regions of a community wherein the ambient noise levels are generally similar (within a range of 5 dB). Typically all sites within any given noise zone will be of comparable proximity to major noise sources.



## NATURE OF NOISE

Noise is usually defined simply as "unwanted sound." The subjectivity of this definition is central to the understanding of human reaction to noise and, therefore, to the development of useful abatement strategies. Noise must be viewed as an annoyance as well as a physical phenomenon. As such, community response may not completely correlate with measured sound levels on which the Noise Element is based. Two sounds of equal intensity may be very different in terms of the irritation they produce. Also, different people may react differently to the same noise. One person's symphony may be another's cacophony.

With the above cautions in mind, the following is a description of the physical qualities of sound, and the way in which it is perceived by the human ear.

### Physical Characteristics of Sound

Sound is a variation in atmospheric pressure caused by vibration of air particles. This variation is in the form of sound "waves" which radiate from the source of the disturbance. When they reach a human receptor, the eardrum is caused to vibrate, causing the sensation of sound. Any sound can be described in terms of three basic characteristics:

1. Its intensity;
2. Its frequency (or "pitch");
3. Its time pattern (duration, repetition, time of day).

### Intensity

The intensity of a sound - or more precisely, the "sound pressure level" - is the relative amount of sound energy radiating past a given point. By analogy, it is like the height of waves in water.

The intensity of sounds which are audible to the ear is commonly measured in "decibels" (abbreviated dB). The decibel scale is logarithmic, rather than linear.<sup>2</sup> To illustrate, an increase of 20 dB means that the sound pressure is 10 times greater. A sound level of 80 dB is 10 times as intensive as 60 dB, 100 times as intensive as 40 dB, and 1,000 times as intensive as 20 dB. An increase of six decibels therefore represents a doubling of the sound pressure. The reason for this type of scale is the very large range of intensity the human

---

<sup>2</sup>Sound Pressure Level (decibels) is defined by the equation:

$$\text{SPL (dB)} = 20 \log_{10} \frac{P}{P_0}$$

Where P = pressure of the sound being measured

P<sub>0</sub> = reference pressure (20 micronewtons per square meter).

ear can detect. A normal ear can detect sound from 0 dB to the threshold of pain at 120 dB in 1/2 dB intervals (Figure 1 gives some typical noise intensity levels). However, the relative "loudness" of sounds, as perceived by the human ear, does not closely match the actual relative amounts of sound pressure. In general, a sound 10 dB greater than a given sound will be perceived as twice as "loud" as the first sound by most people.

### Frequency

The frequency (or pitch) of a sound - its "highness" or lowness" - depends on the relative rapidity of the vibrations by which it is produced. In a low-pitched tone, the sound waves are relatively far apart, while in a high-pitched tone they are squeezed much closer together. Frequency is measured in cycles per second (also called Hertz or Hz). The human ear can detect frequencies between 15 and 20,000 Hertz, and can distinguish between frequencies only 2 or 3 Hertz apart. However, it does not hear all frequencies equally well. This means that people may assign different "loudness" to two sounds that have the same sound pressure levels but different frequencies. To compensate for this phenomenon, various modifications of the decibel scale have been devised. The most widely used is the "A-weighted sound pressure level", measured in A-weighted decibels (dBA). This measurement can be made with standard sound level meters which electronically weight the sound intensities at different frequencies. Frequencies lower than about 900 Hz and those greater than about 6,000 Hz are discriminated against, while those between 900 and 6,000 Hz, which the ear is most sensitive to, are emphasized. A-weighted sound levels are used throughout the Noise Element.

Although some "pure tone" sounds contain only one frequency, most common noises consist of several frequencies superimposed on one another. Thus, the screech of a wheel will consist of several high-frequency components, while a car horn will contain only one or two frequency components.

### Time Pattern

Sounds also differ in their temporal patterns. A sound may be of short or long duration, repetitive or intermittent. It may occur during the day or night. All of these factors have an influence on the amount of annoyance caused by a noise.

Over a given time period, the sound history consists of an ambient sound level that is essentially constant, and a series of fluctuations caused by single noise events, such as an aircraft flying overhead. Two characteristic sound histories recorded in a typical suburban neighborhood are shown in Figure 2.

Noise also varies over a 24-hour period. Often, the noise emitted by a single event will stay the same, but events may be less frequent during the night, and the ambient "background" noise may be less intense. Figure 3 illustrates one such 24-hour noise history, typical of many urban areas. This example shows a

# Acoustical Scale

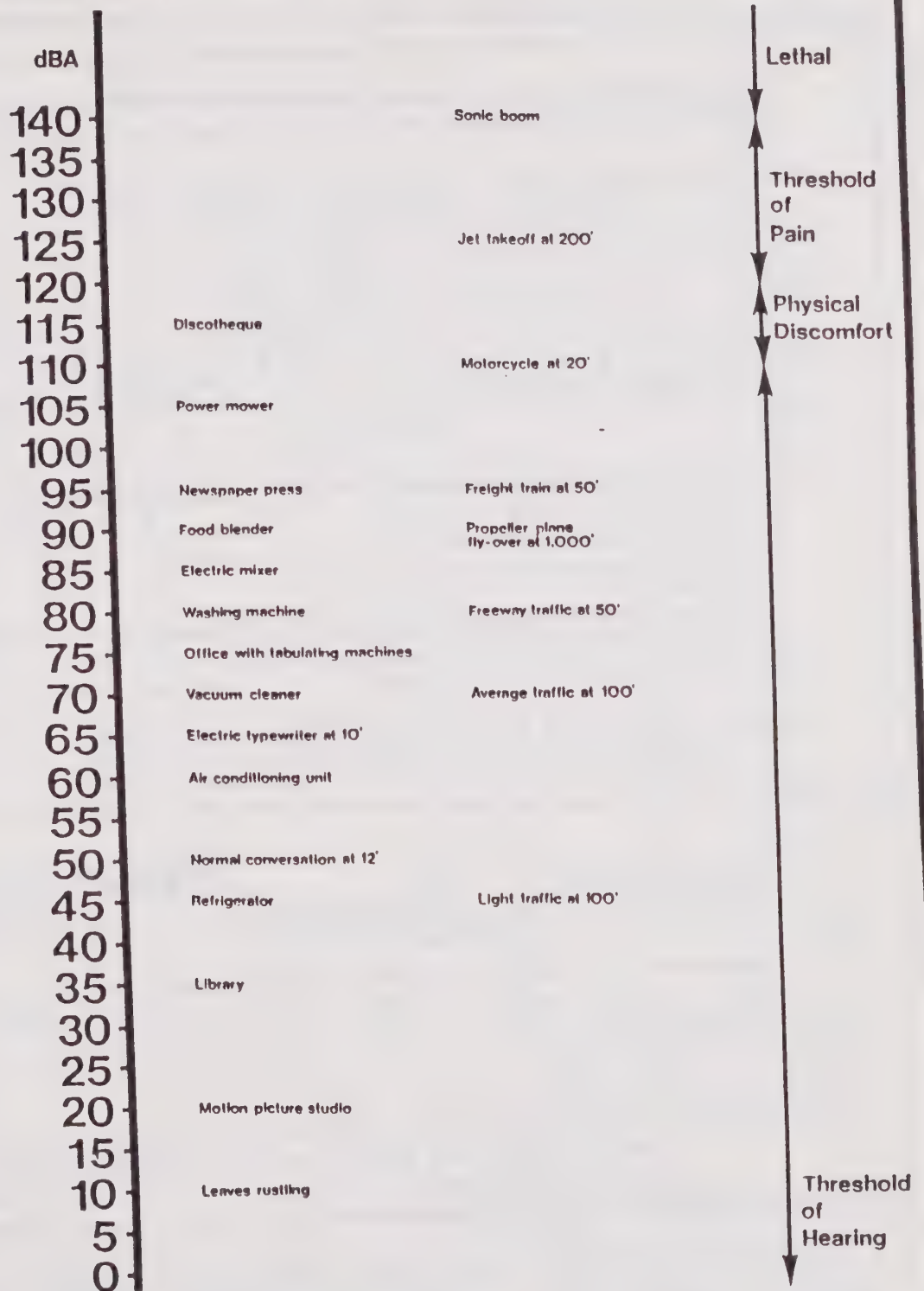
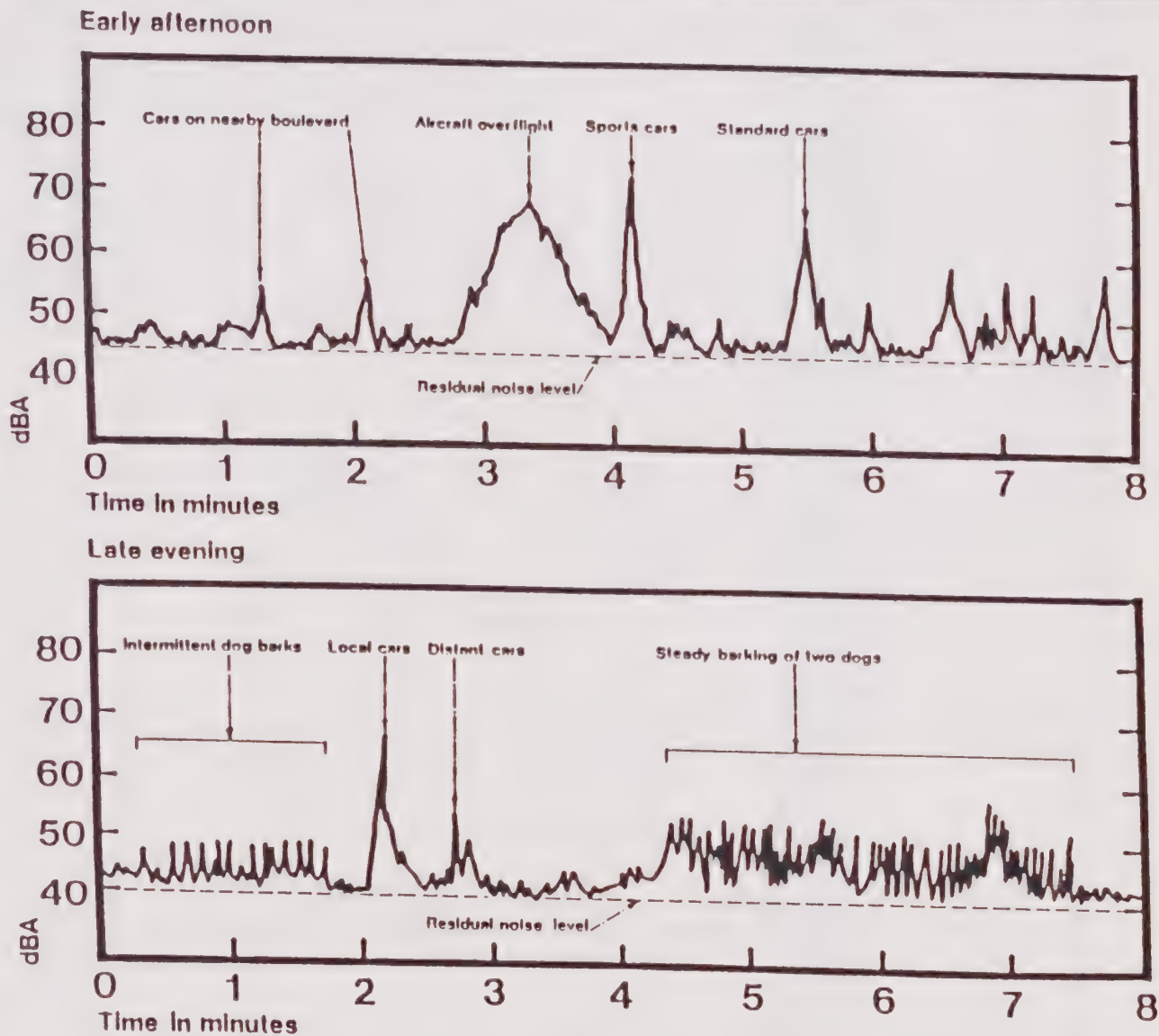


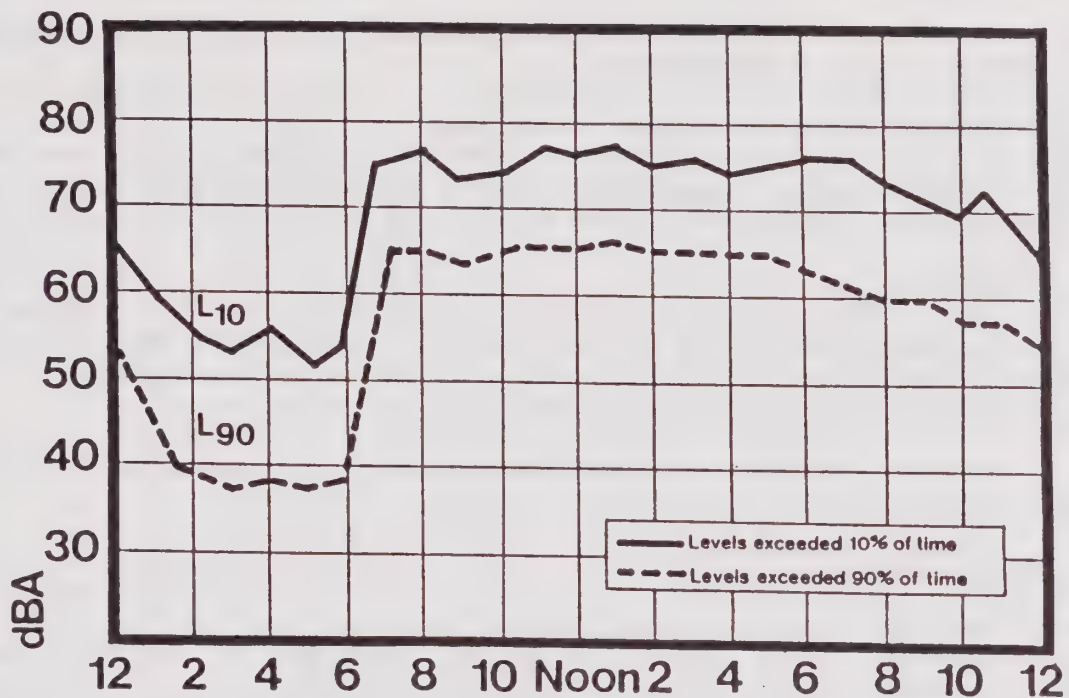
FIGURE 1





**FIGURE 2:** Two samples of outdoor noise in a normal suburban neighborhood with the microphone located 20' from the street curb

SOURCE: U.S. Environmental Protection Agency, Community Noise, December, 1971



**FIGURE 3: L<sub>10</sub> and L<sub>90</sub> sound levels at urban site for each hour over a 24-hour period**

SOURCE: U.S. Environmental Protection Agency, Community Noise, December, 1971

relatively low noise level in the night and early morning hours, a rapid rise to high levels in the daytime, and some tapering off in the evening. Different locations with other land use patterns would show different patterns, depending on what noise sources were locally dominant and how strong those sources are at certain hours.

#### Informational Content

Another aspect of noise which can be a factor, particularly in human perception, is informational content, the "meaning" of the noise. Noise can contain understandable words, carry a warning or "be alert" message, or otherwise convey significant information to the brain which becomes a factor in the perception of response to the noise. Informational content is usually related to frequency and time pattern and is not usually subject to direct measurement, but it can be an important characteristic in assessing the impact of noise.

## Effects of Noise

The effects of noise can be divided into four main categories: physical, psychological, social, and economic.

### Physical Effects

The most obvious effect of loud noise on human beings is hearing loss, which can occur when a person is exposed to noise exceeding 70 dBA for prolonged periods of time. Other effects, many of which occur at lower intensities, may be even more serious. Symptoms corresponding to the human "fear" or panic reflex, including increased heart beat, adrenalin secretion, stomach spasms, and blood vessel constriction, have been linked to noise. Since the effects are reflexive, they occur during sleep as well as during consciousness. It has also been asserted that the human fetus can be damaged by noise, usually as a result of tension experienced by the mother.

Further physical effects include headaches, gastrointestinal disorders, allergies, and glandular and metabolic changes.

### Psychological Effects

Although there is little concrete proof, noise is considered to be a contributor to a variety of psychological disorders. Symptoms of anxiety, anger, frustration, vertigo, and hallucinations have been attributed to noise, and in extreme cases, even homicidal and suicidal tendencies have been reported. These effects often result from interruption of sleep, loss of concentration, disruption of speech communication, or simply an annoying sound. Annoyance is often a function of the frequency pattern of the noise, or the intermittent or percussive nature of the noise.

### Social Effects

It is well documented that noise can interrupt speech communication, and thus can conflict with interpersonal relationships. This, in turn, can adversely affect family life, recreation, education, occupations, and religious activities. Studies show that workers in noisy jobs tend to be more quarrelsome at work and at home than those doing equivalent jobs, but who are not subjected to similar noise stresses. Children exposed to excessive noise during school may be handicapped in their learning abilities and socialization.

### Economic Effects

The economic costs of noise have been the subject of several recent studies. One report claims that the average worker expends 20 percent of his energy output to overcome noise. Thus, noise results in a loss of worker efficiency and morale. Insurance costs are higher for workers in extremely noisy factories. Costs of increased medical care and the cost of mitigating the effects of noise



are also significant. Finally, substantial decreases in property value, especially along freeways and near airports, have been documented.

### Noise Metrics

Because community noise is so variable over time, it cannot be adequately described in terms of the basic unit dBA. To make the evaluation and comparison of community noise levels more practical, several time-averaged techniques for measuring noise (noise metrics) have been developed, including  $L_{eq}$ ,  $L_{dn}$ , CNEL, and percentile measures such as  $L_{10}$ ,  $L_{50}$ , and  $L_{90}$ . These are all defined in the Introduction.

The community noise metrics to be used in Noise Elements as specified in Government Code Sec. 65302(g) are the Community Noise Equivalent Level (CNEL) or Day - Night Average Level ( $L_{dn}$ ). (The long term trend nationally is toward  $L_{dn}$ ). A significant factor in the selection of these scales was compatibility with existing quantifications of noise exposure currently in use in California. CNEL is the noise metric currently specified in the State Aeronautics Code for evaluation of noise impact of aircraft operations. Additionally, CNEL is specified in the State Noise Insulation Standards for new multi-family residential dwellings. Hence, local compliance with these standards necessitates that community noise be specified in terms of CNEL. The Day - Night Average Level ( $L_{dn}$ ) is a logical simplification of CNEL (divides the day into two weighted time periods rather than three for CNEL) with no significant loss of accuracy. For most environmental situations,  $CNEL = L_{dn} + 0.5$  dBA. CNEL and  $L_{dn}$  are assumed to be equal for the purposes of the Noise Element.

Caltrans currently utilizes the percentile metric  $L_{10}$  (level exceeded 10 percent of the sample time) for peak flow periods to determine noise contours on state highways and freeways. Noise data gathered by the Community Development Office is also in terms of  $L_{10}$ . Studies in which the various noise rating scales were compared for the same sample of noise data have indicated that for traffic noise the  $L_{10}$  level typically exceeds the Energy Equivalent Level,  $L_{eq}$ , by up to 2 dBA. Further analysis yields that the  $L_{dn}$  value near busy highways (Average Daily Traffic greater than 30,000 vehicles) may be obtained by subtracting about 3 dBA from the  $L_{10}$  value obtained for the peak traffic hour.

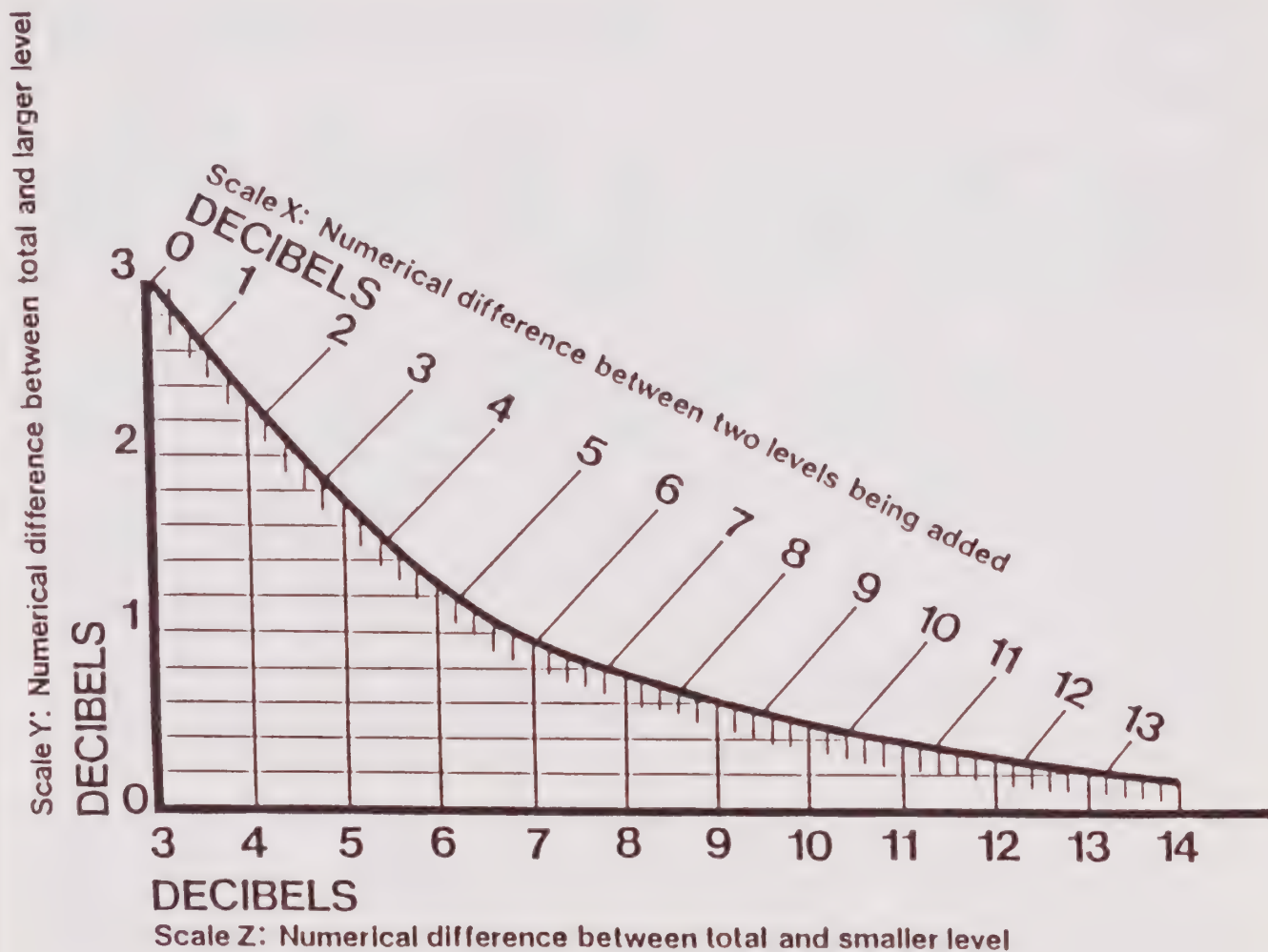
#### Summary of Noise Metric Conversion Equations:

$$L_{dn} = CNEL - 0.5 \text{ dBA}$$

$$L_{dn} = L_{10}(\text{PEAK} - 3 \text{ dBA ADT } 30,000)$$

$$L_{eq} = L_{10} - 0 \text{ to } 2 \text{ dBA}$$

It is sometimes necessary to combine levels from two sources to arrive at a composite level. This is not simply a matter of addition (60 dBA + 70 dBA does not equal to 130 dBA). It can be calculated using Figure 4.



**FIGURE 4: Adding levels of two noise sources**

1. Determine the difference in the two levels.
2. Locate the difference on Scale X.
3. Read across to Scale Y to the answer.
4. Add this amount to the higher noise to get the aggregate noise level from both sources.

SOURCE: U.S. Environmental Protection Agency, Community Noise, December, 1971.

## NOISE SOURCES IN SAN LEANDRO

The noise environment in San Leandro is dominated by transportation sources, including aircraft, railroads, rapid transit, and freeway and arterial traffic. The remaining noise sources include construction equipment, industrial and commercial sources (machinery, air conditioning, etc.), and domestic applicants (lawn mowers, stereo equipment, etc.)

### Freeway and Arterial Traffic Noise

The most serious and pervasive noise problem in San Leandro is that due to automobile, motorcycle and truck traffic. The primary sources of traffic noise are

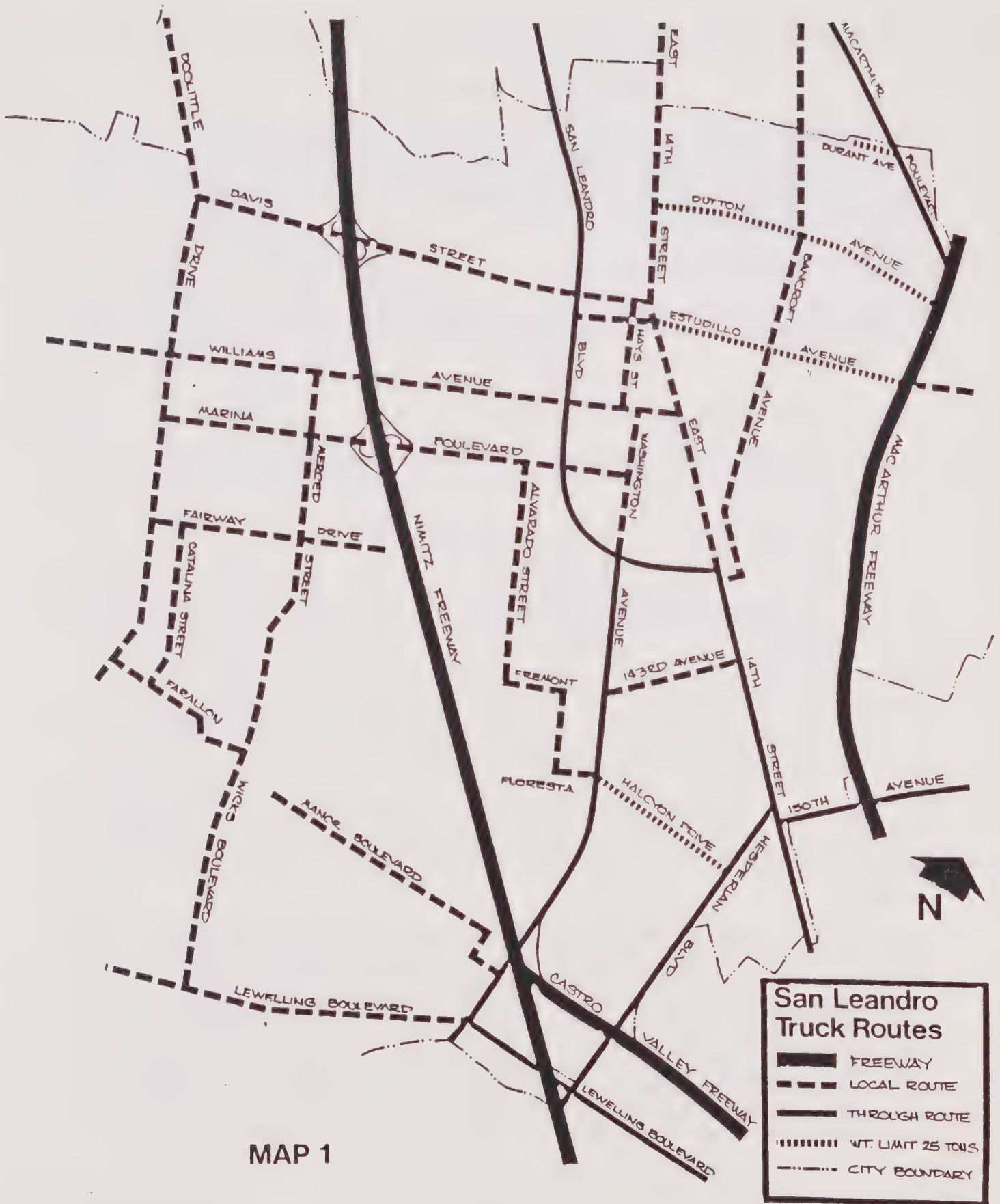
1. The Nimitz Freeway (Route I-880);
2. The MacArthur Freeway (Route I-580), other state highways (Route 238, Davis St. [Rte. 112], East 14th St. [Rte. 185], Doolittle Dr. [Rte. 61]); and
3. Arterial designated as truck routes (See Map 1).

In general, the truck traffic on these routes is responsible for most of the intrusive noise.

The Nimitz Freeway is the primary north-south traffic carrier through San Leandro. For most of its length through the city it is at-grade, with above grade sections at Hesperian Blvd. and San Leandro Creek, and a depressed section between Marina Blvd. and Davis St. The high percentage of truck traffic on the route results in particularly high noise levels and a subsequently large impact area. The problem is compounded by the fact that the freeway was built before effective noise standards for highways were developed, and by the predominantly residential land use along the frontage (about 60% of the total frontage, counting both sides). The presence of two schools (John Muir Jr. High and Corvallis Elementary) near the freeway is especially critical from a noise standpoint.

The MacArthur Freeway, although heavily traveled, is a less severe noise problem due to the absence of heavy truck traffic (trucks are prohibited in Oakland south of Grand Ave.) In addition, the freeway design and landscaping help to buffer some of the sound and provide aesthetic benefits. However, the freeway frontage is almost entirely residential and a substantial population lives within the impact area. Assumption Elementary School and Physicians' Hospital are also near the freeway. The MacArthur also differs from the Nimitz in that it demonstrates more pronounced peak periods. Whereas the Nimitz is heavily traveled almost throughout a 24-hour period, the MacArthur traffic is concentrated during the morning and after noon peak hours, and drops off sharply during the night.





East 14th St. (Route 185) carries an average daily traffic on different sections of between 10,000 and 25,000 vehicles, many of which are trucks and buses. Noise readings taken in front of City Hall and elsewhere along E. 14th St. indicate an  $L_{dn}$  of about 70 dB. The street is therefore a major noise source. However, the impact is limited primarily to buildings fronting the street, because of the shielding effect of the structures, many of which have two or more stories. Most of the land use along East 14th St. is commercial and is not particularly sensitive. There are, however, some apartment complexes, Humana Hospital, and McKinley Elementary School within the impact area. Since there is very little building setback along the street, sensitive land uses are, in some places, very close to the right-of-way.

Several other arterial streets, particularly those designated as truck routes, are major sources of noise. The noise levels are generally proportional to the traffic volume and percentage of truck traffic. Significant arterial streets in this category include Marina Blvd., Washington Ave., Hesperian Blvd., Estudillo-Lake Chabot Rd., Lewelling Blvd., Merced Street - Wicks Blvd., Williams Street, San Leandro Blvd., Doolittle Drive, Bancroft Avenue, Halcyon - Floresta Blvd., Alvarado Street, Fairway Drive, Manor Blvd., Dutton Avenue, and 150th Avenue. Many of these streets impact otherwise relatively quiet residential areas.

### BART

The BART fixed rail line traverses San Leandro roughly parallel to the Nimitz Freeway and about one mile east of it. For its entire length it is elevated about 25-30 feet above grade. Currently the system operates an average of eight to 10 trains per hour in both directions, from 6 a.m. to 12 midnight.

A typical BART train passby at 100 feet reaches an 85 dBA maximum noise level. The average noise level is much lower, due to the infrequency of operation. The noise produced by a BART vehicle is dependent on its speed - and, as a result, the noise level drops off in the vicinity of San Leandro and Bayfair Stations.

The land use along the BART right-of-way on the west side is mainly industrial. On the east side, however, there is a mixture of commercial and residential uses in the downtown area, and low density residential near Bayfair Station. Since many of these homes are adjacent to the right-of-way, they experience exterior noise levels of 80-85 dBA when a train passes by.

### Railroads

Three major railroad lines traverse San Leandro from northwest to southeast. The Union Pacific (formerly Western Pacific) Railroad operates a freight line

adjacent and parallel to the BART right-of-way. Although schedules vary from time to time, the line is used by approximately six through-freights per day (three in each direction), in addition to intermittent daily switching and miscellaneous operations. Speed limits are 30 MPH north of Williams Street and 60 MPH south. Average train length is about 3,000 feet.

Southern Pacific operates two main lines that converge just north of the City. The eastern most line runs roughly parallel to the UPRR track and about 1,000 feet west of it, through primarily industrial areas. It is used by approximately 8 - 10 through freights per day, with an average length of 5,000 feet and speed limit of 30 MPH. There is also some switching and miscellaneous activity.

The other SPRR track runs west of the Nimitz Freeway, roughly parallel to Doolittle Drive. It is used by approximately 12 through-freights and two AMTRAK passenger trains per day. Average train length is 5,600 feet, and speed limits are 25 MPH (north of Marina Boulevard) and 55 MPH south of Marina Blvd. There is also a switching yard north of Davis Street, servicing the industrial plants in the area (switching activity may extend as far south as Fairway Drive). Land use along this line is primarily industrial, but there are also three residential areas adjacent to the track, and one high school (now closed), and a large area of undeveloped land part of which could be developed residentially. These areas experience substantial adverse noise impacts.

Railroad locomotives at 25 MPH typically produce peak noise levels up to 95 dBA at 100 feet, dropping to 85 dBA as the cars pass. Other contributors to the noise output of a train are horns (up to 110 dBA), brakes, coupling impacts, and crossing signals. Many of these noises are extremely intrusive and annoying.

### Aircraft Noise

San Leandro experiences noise from aircraft operations at Oakland International Airport and, to a lesser extent, from high altitude overflights to or from San Francisco International Airport and Alameda Naval Air Station. In addition, light aircraft using Hayward Air Terminal occasionally cause some noise impact on San Leandro.

Oakland Airport consists of the "south airport" (Runway 29) and the "north airport" (Runways 27R and 27L). Nearly all of the commercial jet aircraft in and out of Oakland uses Runway 29, the approach to which is almost entirely over San Francisco Bay. Since the CNEL values fall off rapidly on either side of the flight path, the noise impact area (greater than 60 CNEL) for Runway 29 encompasses only a thin strip along the bay shoreline, including the San Leandro Marina. Most of this area is currently undeveloped, and is shown in the Land Use Element as recreational or open space. As such, the present impact on sensitive land use is minimal.

In addition to jet engine noise on takeoff and approach, major noise sources associated with Oakland Airport operations include thrust reversal noise and engine testing and runup. These noises are sometimes noticeable at very great distances from the airport.



There is a great deal of general aviation activity using Runways 27R and 27L, including business jets. The current 60 CNEL contour includes a small industrial area north of Davis Street and west of the Nimitz Freeway. The projected 60 CNEL contour extends much farther southeast, and impacts a residential area adjacent to the Davis Street-Nimitz Freeway interchange.

Projected noise levels from Oakland Airport are based on a figure of 4 million annual passengers. Another assumption is that commercial aircraft will continue to use the south airport and that the north airport will be restricted to lighter aircraft. Any diversion of commercial jet traffic to the north airport would result in a severe noise impact on San Leandro.

Hayward Air Terminal is a general aviation facility located about one mile south of San Leandro. Aircraft taking off to the north are required to make a left turn toward the bay shortly after takeoff. As a result, the 60 CNEL contours (current and projected) are entirely outside the San Leandro city limits. In addition, aircraft are prohibited from causing a single event noise level in excess of 75 dBA at any point after takeoff between 11:00 p.m. and 7:00 a.m. by Hayward ordinance. As a result, the airport is not considered a noise problem in San Leandro.

Aircraft taking off from San Francisco sometimes fly over San Leandro, causing some noise impact. Since these overflights are at relatively high altitudes, they generate noise which is audible over large areas but at lower intensity levels. In some areas which are otherwise quiet, noise from these overflights can be intrusive.

It should be emphasized that a jet passing overhead causes a maximum noise level much higher than the time averaged CNEL values indicate. For example, a jet landing on Runway 29 causes a peak noise level of about 80 dBA measured at Mulford Point; the CNEL value at the same location is approximately 63. This disparity between maximum peak and CNEL or  $L_{dn}$  is particularly true of airport and railroad noise, in which very loud single events occur separated by fairly long periods of quiet.

#### Fixed Point Noise Source

The remainder of the noise sources in San Leandro fall into the category of fixed point sources. These include construction noise, industrial sources, certain commercial activities, household appliances and equipment.

Construction noise can occur in any area of the City and while it is temporary can be highly intrusive because of the very high noise output and percussive nature of several types of construction equipment, such as pile drivers, jackhammers, and earth moving equipment.

Noise from industrial plants is restricted to fairly well defined industrial areas in San Leandro and impacts a relatively small population. There are a few instances in which a noise conflict exists at the interface between

industrial and residential uses. In the vast majority of cases, however, the noise problem is due to truck traffic generated by the industrial activity.

A few commercial uses (body shops, car washes, etc.) may produce significant intrusive noise near sensitive land use. In addition, air conditioning units and other equipment on the roof or adjacent to commercial buildings can be noise problems. Certain commercial and institutional uses, such as fire stations and ambulance companies, involve severe noise generation from sirens, horns, buzzers, etc.

Many home appliances, some of which are used outdoors, create noise conflicts in quiet residential areas. These include various lawn maintenance tools, air conditioners, home power tools, washers, dryers, etc. Stereo equipment is often the cause of neighborhood complaints. Noise caused by people and animals often disrupts the quiet of residential areas.

Table 1 lists noise levels typically generated by various types of construction equipment, building equipment, and home appliances.

**TABLE 1: NOISE LEVELS OF CONSTRUCTION EQUIPMENT AND BUILDING EQUIPMENT AND HOME APPLIANCES.**

Construction Equipment		Home Appliances	
	Level at 50' (dBA)		Level at Operator Position (dBA)
Earthmoving			
front loader	79	Refrigerator	40
backhoes	85	Freezer	41
dozers	80	Electric Heater	44
tractors	80	Humidifier	50
scrapers	88	Floor Fan	51
graders	85	Dehumidifier	52
truck	91	Window Fan	54
paver	89	Clothes Dryer	55
Materials Handling		Air Conditioner	55
concrete mixer	85	Hair Clipper	60
concrete pump	82	Clothes Washer	60
crane	83	Stove Hood Exhaust Fan	61
derrick	88	Electric Toothbrush	62
Stationary		Water Closet	62
pumps	76	Dishwasher	64
generators	78	Electric Can Opener	64
compressors	81	Food Mixer	65
Impact		Hair Dryer	66
pile drivers	101	Faucet	66
jack hammers	88	Vacuum Cleaner	67
rock drills	98	Electric Knife	68
pneumatic tools	86	Electric Knife Sharpener	70
Other		Sewing Machine	70
saws	78	Oral Lavage	72
vibrator	76	Food Blender	73
Building Equipment		Electric Shaver	75
	Level at 3' (dBA)	Electric Lawn Mower	75
Transformers	75	Food Disposal (grinder)	76
Pumps	80	Electric Edger and Trimmer	81
Boilers	85	Hedge Clippers	8
Chillers	85	Home Shop Tools	85
Elevators	85		
Air Compressors	90		
Cooling Towers	90		
Fans	100		
Diesel Generator	100		

Source:  
Bolt, Beranek & Newman, Noise from  
Construction Equipment and Operations,  
Building Equipment, and Home Appliances,  
EPA, 1971.



## COMMUNITY NOISE INVENTORY

In order to evaluate the impacts of noise on San Leandro, the following basic procedure was utilized:

- Noise contours for major noise sources were plotted for existing and projected noise levels. These sources included Oakland Airport, state highways and freeways, BART, and the railroads.
- Noise-sensitive land uses, including schools, hospitals, libraries, and nursing homes were identified and mapped. Residential and recreational uses were also considered noise-sensitive.
- A community noise monitoring survey was undertaken to verify contour values, to establish  $L_{dn}$  values in noise-sensitive areas and to identify industrial and commercial sources.
- The existing and projected composite noise environment was defined and mapped, using noise survey data and contour information. Contours for surface streets were estimated, based on average daily traffic volume and truck traffic. To achieve uniformity, all contours were adjusted to approximate  $L_{dn}$  values.
- By correlating census block data with the noise environment map, the number of people currently exposed to each noise level range was estimated.
- Employing assumptions regarding future land use and population growth, correlated with the projected noise environment, the number of people exposed to projected noise levels was estimated.
- Standards for determining noise levels compatible with various land uses were developed.
- Based on these standards, areas of incompatible land use (noise impact areas) were identified and mapped.

### Noise Contours for Major Sources

Contours for major transportation sources were provided by the various responsible agencies, and are shown on a series of maps in Appendix A.

Noise levels for state highways and freeways were calculated by Caltrans using the  $L_{10}$  methodology, based on peak hour traffic volume and truck-car ratio. In general, the  $L_{10}$  values are about 3 dBA higher than the corresponding  $L_{dn}$  or CNEL values. (Note: The Caltrans contours go down to 65 dBA. The 60 dBA contour was extrapolated by the Community Development Office staff in accordance with Caltrans methodology.) Contours are shown for current and predicted (1995) traffic volumes.

It should be kept in mind that these noise contours do not take into account the effects of buildings or landscaping. They represent a conservative "worst-case" estimate of the actual  $L_{10}$  values. They should be modified appropriately in areas where buildings or other noise barriers are present.

Bay Area Rapid Transit District provided contours down to 60 dBA for existing and predicted (1995) levels of service, using the  $L_{dn}$  methodology. The predicted contours assume 18-20 hour operation and shorter headway expected to be implemented in the future. Again, no adjustment was made for the shielding effect of structures. However, since the BART tracks are elevated in San Leandro, the attenuation due to buildings is much less significant than in the case of highways and freeways.

Contours for airports were provided by the Port of Oakland, Hayward Air Terminal, and San Francisco International Airport. Of these, only Oakland Airport has a significant impact on San Leandro. Contours are shown for existing and projected noise levels, using CNEL methodology. The projected contours are based on 4 million passengers per year. It is assumed that these predicted contours represent the maximum levels that will occur within the 10 to 15 year framework of this General Plan.

$L_{dn}$  contours for the Southern Pacific and Union Pacific Railroad lines were determined by the CDD staff using the methodology given in the Wyle Laboratories Report WCR 73-5, "Assessment of Noise Environments Around Railroad Operations," based on data supplied by the railroads. The contours are rough approximations because of the intermittent nature of railroad operations, particularly switching activity.

It is important to again emphasize that noise contours represent time averages and therefore do not reflect maximum levels reached during individual noise events. For example, a train passing 100 ft. away may reach 95 dBA, while the  $L_{dn}$  value at the same location may be only 75 dBA. The discrepancy between time averages and single event peaks is particularly great in the case of aircraft and railroads, in which single events are separated by periods of relative quiet. Along freeways, where the noise level is more nearly constant, the maximum level and  $L_{dn}$  will be nearly equivalent.

#### Noise Sensitive Uses

According to Government Code Sec. 65302(g), sensitive land uses include schools, hospitals, rest homes, and any other uses the local agency chooses to include. In the interests of dealing with noise in a comprehensive manner, both residential and recreational uses have been defined as noise sensitive. Inclusion of residential areas is easily justifiable because of the intrusion of noise into family life and sleep disturbance. Recreational activities can sometimes, though not always, be considered noise sensitive. Enjoyment of a scenic resource, for example, could easily be impaired by excessive noise, but a race track would not be at all sensitive (and in fact may be a significant noise source). Therefore, the sensitivity of recreational areas should be evaluated on a case-by-case basis.

Also, since people generally spend a relatively small percentage of time in recreational pursuits, and do so as a matter of personal choice, noise impacts are not as immediate a problem.

The case for including schools and hospitals as noise sensitive uses is based on intrusion of noise into the learning environment and impairment of patients' recovery. These are the most critical areas in terms of noise impact, and should have first priority in mitigation efforts. Other noise sensitive uses include libraries, concert halls, auditoriums, and churches. The numbers of people involved, or the length of time in which the facility is in use, is generally lower than for the higher priority uses.

#### Community Noise Monitoring Survey

Community noise monitoring was conducted for three reasons: to verify contour information, to establish  $L_{dn}$  values in sensitive land use areas, and to identify any noise sources for which  $L_{dn}$  contours were not available (primarily industrial sources). Equipment consisted of a General Radio Model 1565-B sound level meter owned by the City of San Leandro, and a General Radio Model 1981 precision sound level meter, plus accessories.

The conversion of these measurements to  $L_{dn}$  is difficult for several reasons. First, since measurements were taken over a relatively short time span (less than one hour at each location), the results could be influenced by abnormal noise levels during the measurements. Second, accurate determination of  $L_{dn}$  requires that measurement be conducted throughout a 24-hour period. Time limitations precluded such a comprehensive procedure. Thirdly,  $L_{dn}$  measurements are usually conducted during the peak traffic hour. This was impossible because of the large number of sites to be covered in a short time.

With the above reservations in mind, measured  $L_{10}$  values were compared to  $L_{dn}$  contours as a check on both. It was found that the measured sound levels generally agreed with the contour information, except where there was significant noise reduction from intervening structures. It was therefore concluded that data from the monitoring program was reliable to within 5 dB limits, plus or minus. The measured  $L_{10}$  values were adjusted to  $L_{dn}$  by subtracting 2 - 3 dB, depending on the time of day the measurement was taken. The results of the noise monitoring in sensitive land use areas are shown in Table 2.

A noise survey was also conducted in the industrial areas of the City, to identify stationary noise sources. It was found that although intermittent loud noises are caused by several industrial plants, they do not contribute significantly to the time averaged noise levels in adjacent areas. However, intermittent percussive or high frequency noises can be highly intrusive.

The noise environment in industrial areas is largely dominated by truck traffic on nearby streets. Truck noise is sufficiently pervasive and constant that the



**TABLE 2: Measured Noise Levels in Sensitive Land Use Areas.**

<u>Site*</u>	<u>L10</u>	<u>L50</u>	<u>L90</u>	<u>Ldn</u>	<u>1976</u>
Garfield School	57	53	51	55	6/29
Washington School	63	57	51	61	6/18
Wilson School	61	57	53	59	6/21
Jefferson School	61	55	51	59	7/7
Madison School	57	49	45	54	7/19
Corvallis School	61	54	51	59	7/19
McKinley School	69	65	63	67	7/19
Bancroft, J.H.	69	63	59	63	6/21
John Muir J.H.	65	61	57	63	6/21
San Leandro H.S.	67	57	53	64	7/6
Assumption School	61	55	53	59	7/6
St. Felicitas School	51	47	45	49	7/19
Main Library	63	59	53	61	6/18
Humana Hospital	63	55	53	61	7/7
Vesper Hospital	63	59	57	61	7/6
Pacific Athletic	73	69	67	71	6/21
Cherry Grove Park	65	61	59	63	6/21
Thrasher Park	71	65	63	69	6/21
McCartney Park	53	49	45	51	6/18

\* Measurements were generally taken at a point near major noise sources, and as close as possible to areas where noise sensitive activities normally occur.

L<sub>dn</sub> is generally greater than 65 throughout areas with substantial industrial activity.

#### Composite Noise Environment

The current and projected noise environments were defined and mapped using the following procedure:

- Noise contours for major sources were adjusted to represent L<sub>dn</sub> values by subtracting 3 dB from L<sub>10</sub> contours and interpolating between them. CNEL and L<sub>dn</sub> levels were assumed to be equivalent.
- Contours for arterial streets were estimated, based on traffic volume, and adjusted to account for the level of truck traffic.
- In cases where contours from two or more sources were superimposed, they were added using the technique described on p. 27.
- An L<sub>dn</sub> of 65-70 was assumed in major industrial areas.

The bands between contours represent zones of "equal noisiness"; i.e. all areas within the same shading are exposed to the same average noise level (within about 5 dB limits). It can be seen that residential neighborhoods not influenced by major arterials generally have noise levels less than 60 dBA. In many such areas, actual noise levels may be lower than shown because of building attenuation.

These maps represent the best available estimates of the actual noise environment in San Leandro, and can be used as guidelines for future land use policy decisions and noise mitigation strategies. However, whenever possible the estimated noise levels should be verified by field measurements. As additional data becomes available, they would be revised to reflect actual levels.

#### Noise Exposure Inventory

By overlaying census data on the composite noise environment map, estimates of the number of people currently within each noise level zone were made. The same procedure was used to estimate future populations in each noise zone. Several assumptions are implicit in this analysis:

- That the population of San Leandro is essentially stable (63,952 for 1980 and 68,500 for 1990).
- That the distribution of population will not change substantially.
- That the General Plan Land Use Element reasonably represents the actual 1990 development pattern.

In addition to these assumptions, it should be noted that projected noise contours used to determine 1990 noise exposure are based strictly on traffic

volume, with no consideration for technological improvements or increased standards. In reality, even without any local effort, noise levels should be somewhat lower by 1990 than they are now.

In cases where contours cut across census blocks, the population was allocated by rough percentages to each zone. Data was aggregated by census tract and rounded off to hundreds. The final tabulations for 1980 and 1990, by census tract, are shown in Tables 3 and 4. Census tract boundaries are shown on Map 5.

The tables indicate that, although about 76% of the city's population is exposed to 65  $L_{dn}$  or less, a few tracts are characterized by very high noise levels, primarily along the freeways and railroads.

### Standards for Land Use Compatibility

Various agencies have developed criteria for determining the compatibility of land use with various noise levels. Figure 5 shows noise standards identified by the U.S. Environmental Protection Agency as requisite to protect public health and welfare. Another important criteria for determining allowable noise levels is speech communication. Figure 6 relates noise levels to the ability to converse at various distances. Based on this relationship, health considerations, and levels at which noise intrudes into human activities, standards have been developed that allow a full range of activities usually associated with each land use category. These standards are presented in Table 5, together with the basis for each standard.

These standards should be viewed as long-term goals, to be achieved by an ongoing program of noise mitigation and land use planning. Since most of the standards are interior noise levels, they can often be achieved even in noisy environments through building design techniques.

Figure 6 shows land use compatibility criteria for exterior noise level ranges. Since on-site noise mitigation is often possible, noise-sensitive land uses are sometimes acceptable in areas with high noise impacts, if steps are taken to reduce exterior and interior noise to accept levels. For example, residential development could occur in areas where the exterior noise level is higher than 55 dB. However, such development should be contingent on reasonable and effective noise reduction efforts.

The California Administrative Code, Title 25, sets interior noise standards for dwellings other than detached single-family residences. In addition, the Uniform Building Code sets standards for wall, floor and ceiling sound transmission. These and other noise requirements promulgated by various agencies are summarized in Chapter 6.



## Noise Impact Areas

Based on the criteria shown on Figure 7, areas of incompatible land use were identified and are shown on Map 6. These should be viewed as target areas for mitigation strategies, with priority granted to schools, hospitals, and other highly sensitive uses. Although these are singled out as critical areas, this does not imply that there are no serious potential problems elsewhere.

Effect	Level	Area
Hearing loss	$L_{eq(24)} \leq 70\text{dB}$	All areas
Outdoor activity interference and annoyance	$L_{dn} \leq 55\text{dB}$	Outdoors in residential areas and farms and other outdoor areas where people spend widely varying amounts of time and other places in which quiet is a basis for use.
	$L_{eq(24)} \leq 55\text{dB}$	Outdoor areas where people spend limited amounts of time, such as school yards, playgrounds, etc.
Indoor activity interference and annoyance	$L_{dn} \leq 45\text{dB}$	Indoor residential areas
	$L_{eq(24)} \leq 45\text{dB}$	Other indoor areas with human activities such as schools, etc.

**FIGURE 5: Summary of noise levels identified as requisite to protect public health and welfare with an adequate margin of safety**

SOURCE: U.S. Environmental Protection Agency, Information on Levels of Environmental Noise Requisite to Protect Public Health and Welfare With an Adequate Margin of Safety, March, 1974

**TABLE 3: 1980 San Leandro Population Exposed to Each Noise Level Range (est.)**

Census Tract	1980 Population	Ldn (CNEL) in Decibels			
		Up to 60 db Pop. (%)*	60-65 db Pop. (%)	65-70 db Pop. (%)	Over 70 db Pop (%)
4321	3,245	2,596 (80.0)	555 (17.1)	94 ( 2.9)	-
4322	3,220	2,392 (74.3)	644 (20.0)	184 ( 5.7)	-
4323	2,750	1,685 (61.3)	710 (25.8)	267 ( 9.7)	88 ( 3.2)
4324	4,619	1,631 (35.3)	1,085 (23.5)	725 (15.7)	1,178 (25.5)
4325	6,205	1,632 (26.3)	2,693 (43.4)	1,390 (22.4)	490 ( 7.9)
4326	4,398	1,293 (29.4)	2,155 (49.0)	519 (11.8)	431 ( 9.8)
4327	2,446	1,859 (76.0)	319 (16.0)	196 ( 8.0)	-
4328	2,511	2,092 (83.3)	314 (12.5)	105 ( 4.2)	-
4330	3,158	2,050 (64.9)	767 (24.3)	256 ( 8.1)	85 ( 2.7)
4331	7,183	100 ( 1.4)	4,619 (64.3)	1,537 (21.4)	927 (12.9)
4332	53940	124 ( 2.3)	2,384 (44.2)	1,003 (18.6)	1,883 (34.9)
4333	6,571	3,325 (50.6)	1,853 (28.2)	775 (11.8)	618 ( 9.4)
4334	2,948	1,682 (57.1)	422 (14.3)	422 (14.3)	422 (14.3)
4335	4,142	2,680 (64.7)	1,056 (25.5)	244 ( 5.9)	162 ( 3.9)
4336	4,994	3,031 (60.7)	804 (16.1)	1,069 (21.4)	90 ( 1.8)
4337	-----	-----	-----	-----	---
4338	168	4 ( 2.4)	74 (44.0)	31 (18.5)	59 (35.1)
<b>Total</b>	<b>63,952</b>	<b>28,176 (44.0)</b>	<b>20,526 (32.1)</b>	<b>8,817 (13.8)</b>	<b>6,433 (10.1)</b>

\* Percent of Neighborhood Population

**TABLE 4: 1990 San Leandro Population Exposed to Each Noise Level Range (est.)**

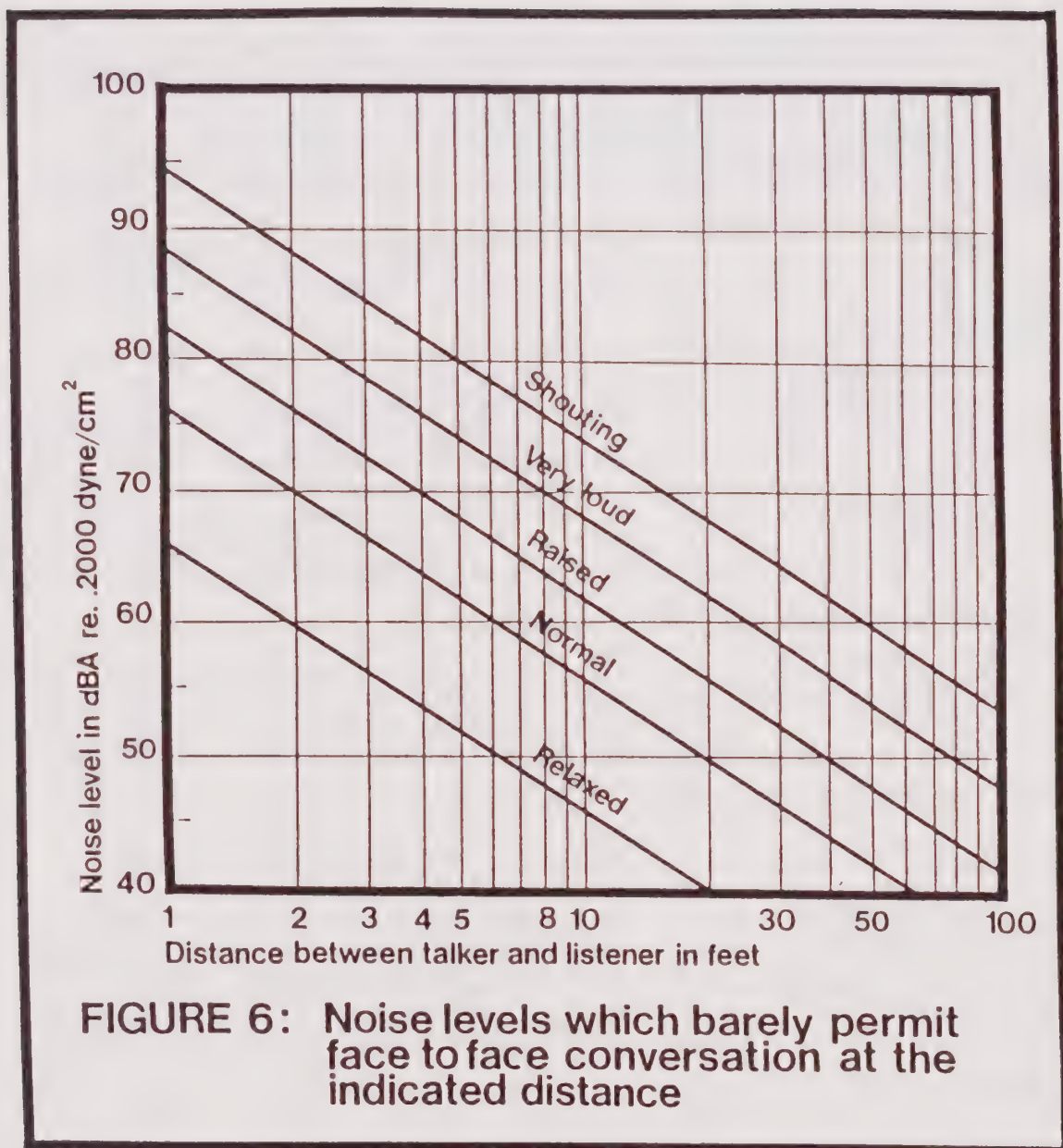
Census Tract	1990 Population	Ldn (CNEL) in Decibels			
		Up to 60 db Pop. (%)*	60-65 db Pop. (%)	65-70 db Pop. (%)	Over 70 db Pop. (%)
4321	3,500	2,500 (71.4)	800 (22.9)	200 ( 5.7)	-
4322	3,500	2,600 (74.3)	700 (20.0)	200 ( 5.7)	-
4323	3,100	1,600 (51.6)	1,000 (32.3)	400 (12.9)	100 ( 3.2)
4324	5,100	1,800 (35.3)	1,100 (21.6)	800 (15.7)	1,400 (27.5)
4325	6,600	1,500 (22.7)	3,000 (45.5)	1,600 (24.2)	500 ( 7.6)
4326	4,600	1,300 (28.2)	2,400 (52.2)	500 (10.9)	400 ( 8.7)
4327	2,500	1,800 (72.0)	500 (20.0)	200 ( 8.0)	-
4328	2,400	1,900 (79.2)	400 (16.7)	100 ( 4.2)	-
4330	3,700	2,200 (59.5)	1,000 (27.0)	400 (10.8)	100 ( 2.7)
4331	7,100	100 ( 1.4)	4,600 (64.8)	1,500 (21.1)	900 (12.9)
4332	5,400	100 ( 1.9)	2,400 (44.4)	1,000 (18.5)	1,900 (35.2)
4333	7,500	3,500 (46.7)	2,200 (29.3)	1,000 (13.3)	800 (10.7)
4334	2,800	1,600 (57.1)	400 (14.3)	400 (14.3)	400 (14.3)
4335	4,900	3,200 (65.3)	1,200 (24.5)	300 ( 6.1)	200 ( 4.1)
4336	5,600	3,300 (58.9)	1,000 (17.9)	1,200 (21.4)	100 ( 1.8)
4337	-----	-----	-----	-----	---
4338	200	-----	100 (50.0)	100 (50.0)	---
<b>Total</b>	<b>68,500</b>	<b>29,000 (42.3)</b>	<b>22,800 (33.3)</b>	<b>9,900 (14.5)</b>	<b>6,800 ( 9.9)</b>

\* Percent of Neighborhood Population



TABLE 5: Recommended Maximum Noise Level Goals By Land Use Category

Land Use	Max. Noise Level (L <sub>dn</sub> )	Basis for Standard
<u>Residential</u>		
1. Interior	45	Conversation - 10 ft. - relaxed voice
2. Exterior	55	Conversation - 20 ft. - raised voice
<u>Educational, Etc.</u>		
1. School Classroom	45	Speech Communication - 40 ft. - normal voice
2. School Laboratory	60	Speech Communication - 6 ft. - normal voice
3. School Auditorium	35	Minimize intrusion into artistic performance
4. School Yard	55	Speech Communication - 100 ft. - shouting
5. Library	45	Conversation - 10 ft. - relaxed voice
6. Concert Hall	25	Minimize intrusion into artistic performance
7. Theater	30	Minimize intrusion into artistic performance
8. Church Sanctuary	45	Speech Communication - 50 ft. - raised voice
<u>Recreational, etc.</u>		
1. Movie Theater	45	Minimize intrusion into artistic performance
2. Sports Arena	75	Conversation - 2 ft. - raised voice
3. Golf Course	60	Speech Communication - 50 ft. - shouting
4. Park	60	Conversation - 6 ft. - normal voice
<u>Commercial, Misc.</u>		
1. Hotel, Motel	40	Prevent sleep disturbance
2. Hospital	40	Prevent sleep disturbance
3. Exec. Offices	55	Conversation - 12 ft. - normal voice
4. Conference Rooms	55	Conversation - 12 ft. - normal voice
5. Staff Offices	60	Conversation - 6 ft. - normal voice
6. Sales, Secretarial	65	Satisfactory telephone use
7. Restaurants	65	Conversation - 4 ft. - normal voice
8. Markets, Retail Stores	65	Conversation - 4 ft. - normal voice
<u>Industrial</u>		
1. Office Areas	--	See Commercial
2. Machine Shop	70	Hearing damage risk
3. Assembly, Construction	70	Hearing damage risk



**FIGURE 6: Noise levels which barely permit face to face conversation at the indicated distance**

SOURCE: U.S. Environmental Protection Agency, Community Noise, December, 1971.

Land use category	Noise exposure - L <sub>dn</sub> (dBA)							
	50	55	60	65	70	75	80	
Residential: Single family, multi-family, mobile homes								
Transient lodging: Motels, hotels								
Schools, libraries, churches, hospitals, nursing homes								
Auditoriums, concert halls, amphitheatres								
Sports arenas, outdoor spectator sports								
Playgrounds, neighborhood parks								
Golf courses, water recreation, etc.								
Office buildings: Business, commercial, professional								
Industrial, manufacturing								



**Clearly acceptable.**

Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.

**Conditionally acceptable:**

New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.

**Normally unacceptable:**

New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.

**Clearly unacceptable:**

New construction or development should generally not be undertaken.

**FIGURE 7: Land use compatibility**



## NOISE MITIGATION TECHNIQUES

Once the nature and extent of noise conflicts with activities and land use have been identified, strategies to reduce these conflicts can be evaluated. Noise abatement strategies are often broken down into three categories:

1. Noise source control.
2. Noise path control.
3. Noise receiver control.

### Noise Source Control

Taking action at the noise source is often the most obvious solution to a noise problem. Since the noise source is responsible for creating the problem, allocating the cost of noise to the noise source has a certain logic. Noise conflicts may be reduced at the source by several means. These include reducing the noise level of the source, moving the source to a less sensitive location, regulating the time in which the source is in operation, stopping operation of the noise source, and so on.

The noise sources responsible for noise conflicts in San Leandro are motor vehicles, trains, aircraft, machinery, and various domestic sources. Because the physical characteristics of noise sources and the legal means for source control differ greatly for different noise sources, each source will be dealt with separately.

Noise from autos, trucks, motorcycles, and other motor vehicles is the most serious noise problem in San Leandro, and the one that impacts the largest number of people. Noise from vehicular traffic varies with the type of vehicle, speed, volume, acceleration, tire and pavement characteristics, etc. Vehicle noise comes from a variety of sources, including engine, exhaust, intakes, fans, tires, wind, loose items carried in the vehicle, etc. Attacking only one of these sources may do little in reducing the total noise from the vehicle.

Many of the most effective source control strategies involve Federal Standards for production of trucks, automobiles, motorcycles and buses, and local action is limited to advocacy of appropriate strategies and speedy implementation. The technology required to reduce vehicular noise is already available, at no significant increase in cost. The potential noise reduction anticipated for trucks, automobiles, buses, motorcycles, and other vehicles is shown in Figures 8-10. The strategies to achieve this reduction include new tire tread designs, mufflers, acoustic shielding and encapsulation of engine and transmission, closer tolerances in engine design, and use of better air cleaners and carburetors. These reduction can be realized through proper Federal regulation.

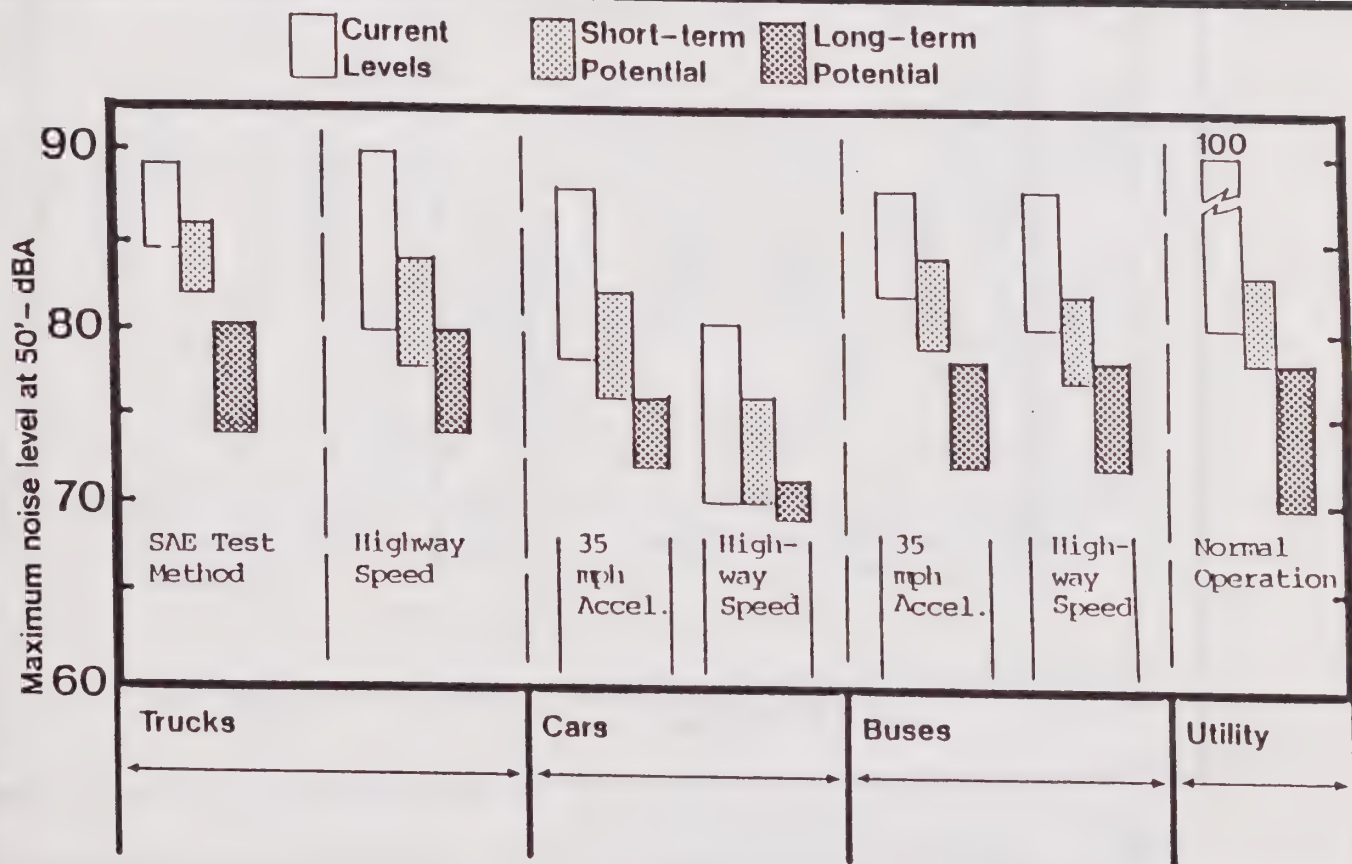
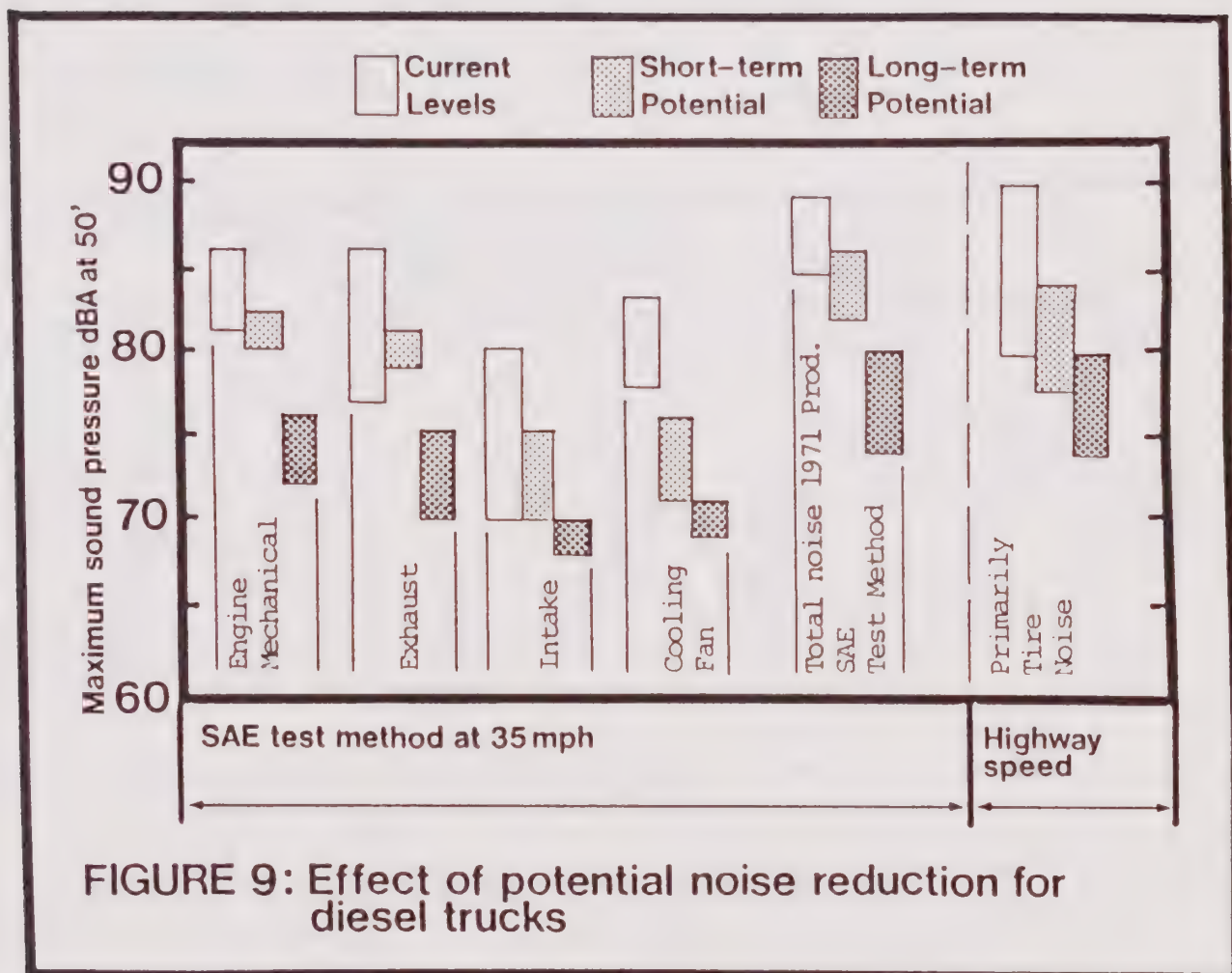


FIGURE 8: Effect of potential noise reduction for highway vehicles

SOURCE: U.S. Environmental Protection Agency, Transportation Noise and Noise From Equipment Powered by Internal Combustion Engines, 1971.



SOURCE: U.S. Environmental Protection Agency, Transportation Noise and Noise From Equipment Powered by Internal Combustion Engines, 1971.



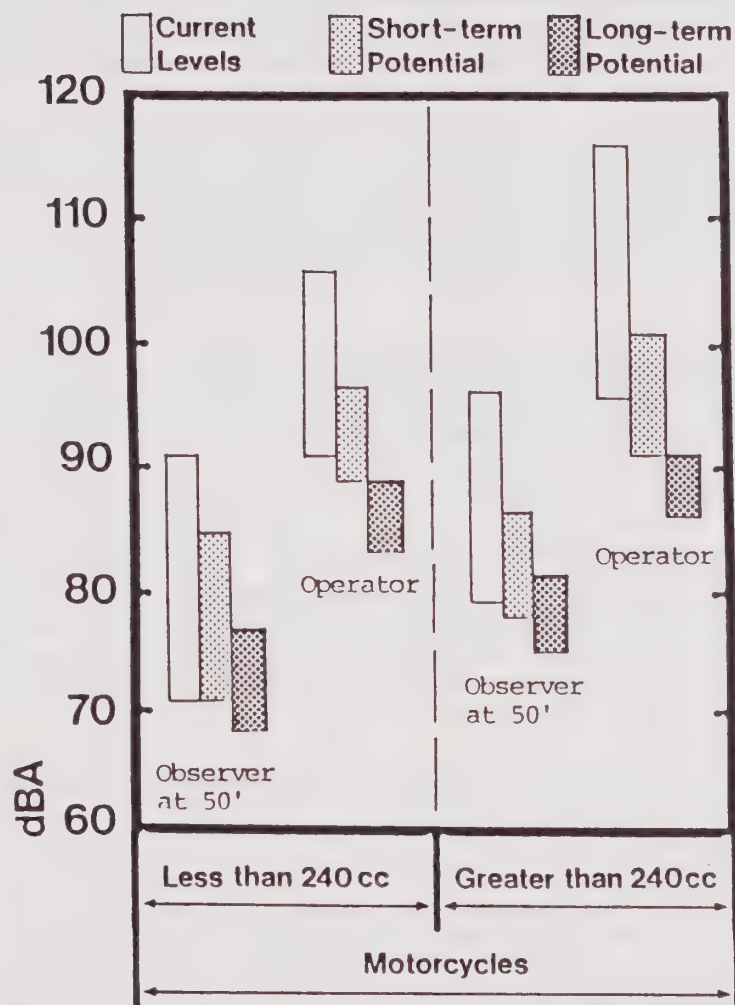


FIGURE 10: Potential noise reduction for motorcycles

SOURCE: U.S. Environmental Protection Agency, Transportation Noise and Noise From Equipment Powered by Internal Combustion Engines, 1971.

There are a number of strategies available to local governments for vehicular noise source control. One that has been used effectively in many cities is the designation of truck routes. In San Leandro, where there is a great deal of industrial activity requiring truck access, it is difficult to further restrict the street system available to trucks. There are, however, streets where the truck noise situation is critical and where alternative routes are available.

Local governments can also regulate circulation patterns and traffic flow. By modifying local streets systems (use of traffic diverters would be one method), through traffic could be prevented from using residential streets. In addition, some benefits could be achieved by making the traffic flow on major streets as smooth as possible through synchronization of traffic lights and control of speed limits. The effect would be to minimize noise associated with acceleration and deceleration.

A final area over which local governments exercise control is purchasing and use of City vehicles. By setting appropriate standards for City vehicles and equipment, and by regulating the hours of operation of the vehicles (garbage trucks are an often cited example), a major source of noise can be effectively abated.

Railroad noise control is also largely within the province of the Federal government. Again, substantial noise reduction is possible through equipment design. Noise from trains is generated by the engines and the interaction between wheels and rails. Also contributing to the sound level are horns, brakes, and couplings. The condition of the wheels and track have an influence on the noise output.

One area in which local influence might be exerted is regulation of hours of switching operations. In some cases, it is possible to restrict switching to daylight hours, when noise is less intrusive.

Bay Area Rapid Transit is, by most standards, a rather quiet system. What noises are produced by the trains are very difficult to control at the source, since they result inevitably from steel wheel and rail contact. However, there is some potential noise reduction possible through quieter design of "scrubbers" used in the train detection system, and by shielding at wheel height along elevated lines.

Aircraft noise has been the subject of most of the recent research in noise abatement and the subject of increasing Federal restrictions. It is expected that engine noise will be reduced substantially by new Federal standards and by FAA restrictions on airport approach paths, etc. Possible strategies include engine retrofit of existing aircraft, management of flap setting, delayed gear extension, two segment approach, steeper glide slopes, and reduced number of approach paths.

Airport policy decisions may have significant impacts on San Leandro's noise environment. Restriction of jet aircraft to the south airport insures that noise impacts are reduced near sensitive uses. In addition, the airport can regulate the scheduling of flights (imposing restrictions on night use of the airport, for example), and limit the time and place of ground operations. San Leandro can exert its influence on the Port of Oakland to minimize unnecessary noise impacts.

The State Aeronautics Code sets land use criteria for airport impact areas which must be met by the airport operator by certain dates. These requirements are summarized in Chapter 6. The Alameda County Airport Land Use Commission (ALUC) is responsible for land use planning near airports, and should be kept informed of San Leandro's policies and actions in regard to noise.

Control of industrial and commercial noise sources is one area in which local regulation can be very effective. Through zoning and use permit restrictions, or by means of a comprehensive noise ordinance, it is possible to reduce noise levels substantially and to restrict the hours of operation of noise sources.

Technology exists to reduce noise from most types of industrial machinery, through the use of buffers and screens, or by using quieter, better designed equipment already available. Since many types of equipment are used indoors, the placement of the equipment within the building and the building construction and insulation can help reduce the noise level at the property line. Air conditioners and other roof mounted or exterior equipment can be screened or baffled and oriented away from sensitive land uses.

The impacts of industrial land use can be controlled to some extent by locating industry in non-sensitive areas. Care should be taken that truck traffic generated by new industry does not unnecessarily impact sensitive land uses. These strategies are not as effective in a developed city like San Leandro, but should be considered in regard to undeveloped industrial property.

The same general techniques, apart from land use considerations, apply to construction activity over which the City has permit authority. Quiet models of many kinds of construction equipment are available and can be made a condition of construction activity. Shielding is capable of reducing sound levels recorded off the construction site from 10 to 30 dBA. Shielding creates problems in construction since often it must be moved about the site to locations where noisy equipment is operating. Required noise abatement techniques are likely to increase the cost of construction, however, very strict noise restrictions in New York City have been met with a less than 5 percent increase in project costs.

Scheduling restrictions on construction can be imposed by permit. In addition, the City can adopt noise standards for its own construction and maintenance equipment. Household appliances and power tools used indoors usually create problems only for the users. Labeling requirements proposed by EPA will, if adopted, allow purchasers to make comparisons between products on the bases of noise output.



TABLE 6: Immediate Abatement Potential of Construction Equipment.

NOISE LEVEL IN dB(A) AT 50 ft.				
Equipment	Present	With Feasible Noise Control <sup>1</sup>	Important Noise Sources <sup>2</sup>	Usage <sup>3</sup>
Earthmoving				
front loader	79	75	E C F I H	.4
backhoes	85	75	E C F I H	.16
dozers	80	75	E C F I H	.4
tractors	80	75	E C F I W	.4
scrapers	88	80	E C F I W	.4
graders	85	75	E C F I W	.08
truck	91	75	E C F I T	.4
paver	89	80	E D F I	.1
Materials Handling				
concrete mixer	85	75	E C F W T	.4
concrete pump	82	75	E C H	.4
crane	83	75	E C F I T	.16
derrick	88	75	E C F I T	.16
Stationary				
pumps	76	75	E C	1.0
generators	78	75	E C	1.0
compressors	81	75	E C H I	1.0
Impact				
pile drivers	101	95	W P E	.04
jack hammers	88	75	P W E C	.1
rock drills	98	80	W E P	.04
pneumatic tools	86	80	P W E C	.16
Other				
saws	78	75	W	.04
vibrator	76	75	W E C	.4
Notes:				
1. Estimated levels obtainable by selecting quieter procedures or machines and implementing noise control features requiring no major redesign or extreme cost.				
2. In order of importance:				
T Power Transmission System Gearing		F Cooling Fan		
C Engine Casing		W Tool-Work Interaction		
E Engine Exhaust		H Hydraulics		
P Pneumatic Exhaust		I Engine Intake		
3. Percentage of time equipment in operating at noisiest mode in most used phase on site.				

Other domestic noise sources (stereo equipment, animals, lawn maintenance tools, for example) are usually controlled by local noise ordinances, although enforcement is difficult. Noise restriction can be made a part of special use permits or licenses involving amplified sound.

### Noise Path Control

The path of noise between its source and the receiver presents an important opportunity for reducing noise conflicts.

Sound is absorbed or reflected by most materials in varying degrees. Air absorbs sound under normal conditions at a rate of about 2 dBA per 1,000 feet from the source, depending on atmospheric conditions and the frequency spectrum of the noise. The noise level observed from a point source is reduced 6 dBA per doubling of the distance from the source by spherical spreading of the sound wave. Two rows of urban detached homes reduce noise levels from traffic by about 10 dBA below the levels that would have been observed without the building shielding effect.

Noise paths can also create problems for noise control. Rows of commercial or apartment buildings can create a corridor in which sound is reflected from one end of the other with little reduction in intensity. In multi-story apartment buildings sound is often reflected by overhanging decks into living spaces. Path control should therefore be undertaken with care to avoid simply shifting the impact to another location.

### Sketch 1 - Noise Barriers - Berms

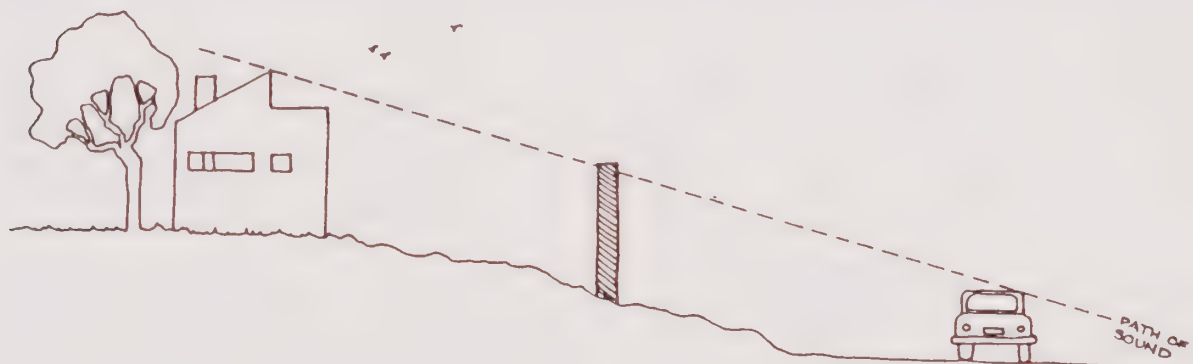


The primary strategy in path control is the use of noise barriers. Barriers can be made out of many different substances, including earth berm, concrete, wood, metal, plastic, stucco, dense shrubs or trees, and various combinations of these. Choice of a particular alternative depends on consideration of space, cost, safety, and aesthetics, as well as the desired level of sound reduction.

The effectiveness of the barrier is dependent on the mass and height of the barrier and its distance from the noise source and the receiver. To be effective, a barrier must block the line of sight between the highest point of a noise source, such as a truck's exhaust stack, and the highest part of the receiver. In addition, it should be long and continuous to prevent sound from passing around the ends, and it should be solid, with few, if any, holes, cracks or openings. Finally, it must be sufficiently strong to withstand wind pressure. Design of barriers for noise attenuation involves tradeoffs with safety and aesthetic values as well. Earth berm can be effective noise barriers, but require a great deal of space for given height. Berm have the advantage of reflecting sound upward, rather than across the highway, as with walls and fences. Berm can also be used in combination with walls and landscaping to increase the height of the total barrier. The noise reduction due to barrier configurations can be calculated using Figure 11, based on the geometry of the source, receiver, and barrier, and assuming negligible sound transmission through the barrier.

A properly designed fence or wall can provide visual and acoustical separation. The vertical construction and minimal width of walls and fences make installation possible when space is limited, as is the case along the Nimitz Freeway.

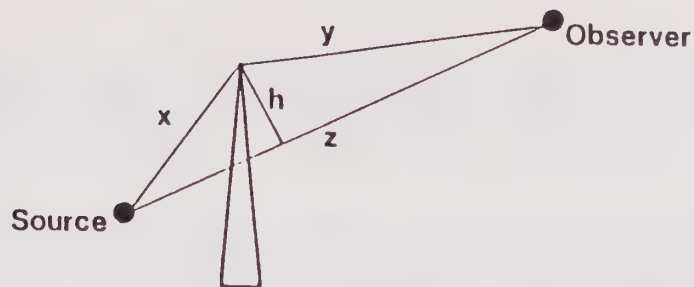
#### Sketch 2 - Noise Barriers - Walls



Acoustically, any solid continuous structure will provide the needed noise reduction, provided that it is high enough and has adequate density and mass. The cost of such a barrier varies according to the materials used and its dimensions. Frequently used materials are masonry, precast concrete, and wood.

Masonry barriers can be made of concrete blocks, brick or stone. Cost depends a great deal on the height of the barrier. Precast concrete panels offer opportunities for cost reduction. Brick and stone are more expensive, but may offer aesthetic advantages.





Generalized geometry of acoustic barrier

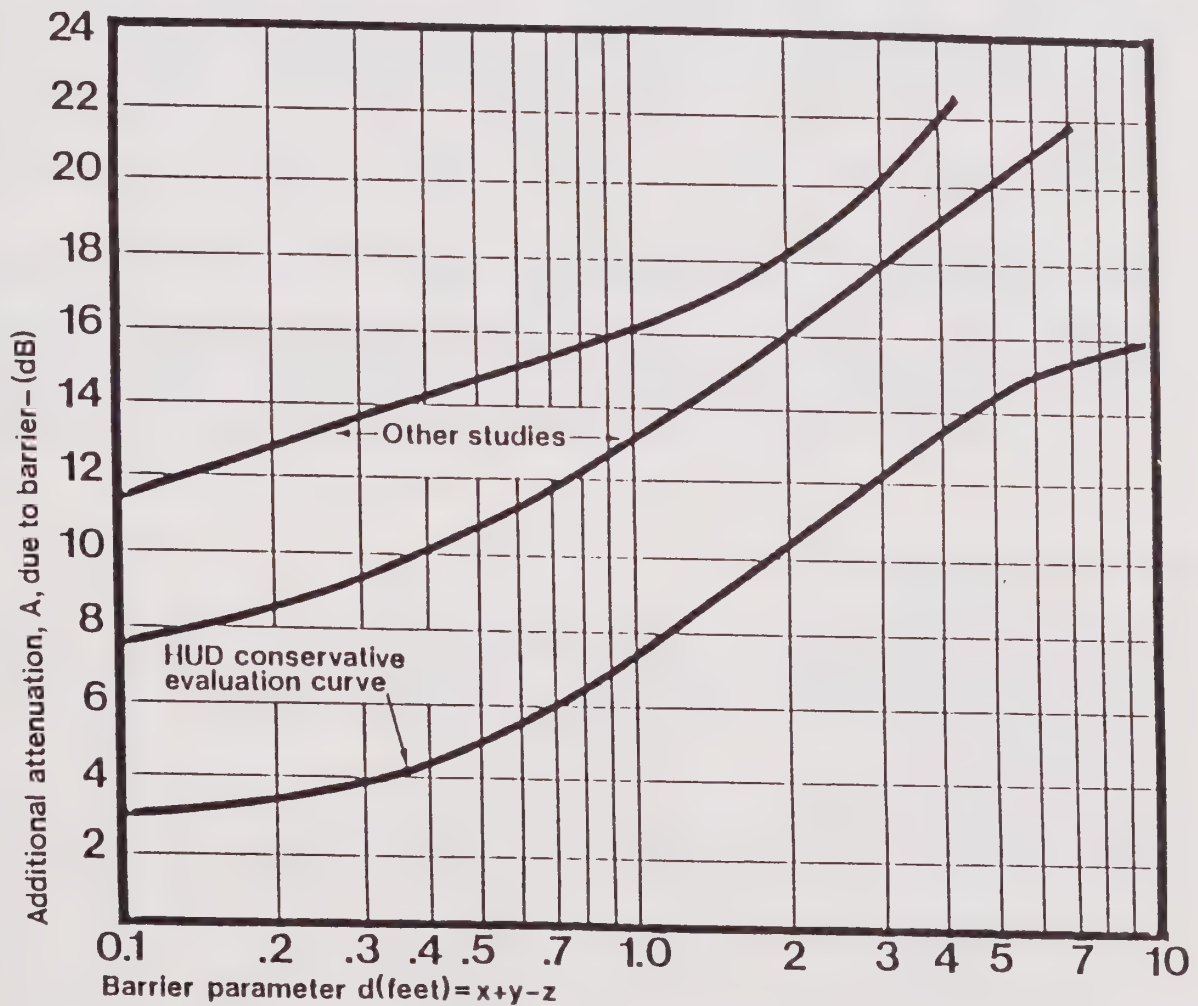


FIGURE 11: Noise reduction by barriers

Plantings absorb and scatter sound waves. However, their effectiveness is minimal unless very wide strips of dense planting are provided. A reduction of 3-5 decibels per 100 feet can be expected, given dense enough and high enough growth.

The primary benefit of plantings is psychological: by separating the noise source and receiver with landscaping, annoyance due to noise is significantly reduced, even though the noise levels are nearly the same as before.

Plantings are very useful when used in conjunction with barriers as a way to improve the visual impact and to provide additional noise reduction.

Caltrans has in some cases constructed noise barriers on existing freeways where critical noise conflicts are present. However, funds are limited for such projects, and it may be a long time before noise barrier can be built in all sensitive locations in San Leandro. Barriers can also be required of new development in noise impact areas through use permit conditions. It may also be possible to acquire State or Federal money for barrier construction in critical locations.

Noise reduction can be achieved by means of land use controls referred to earlier. By increasing the distance between source and receiver, or by locating non-sensitive uses between source and receiver, sensitive uses can be protected against adverse impacts. For example, commercial development could be permitted along major streets or freeways or between industrial noise sources and residential areas. Open space can also serve as a buffer around noise sources. Increased building setbacks can result in some reduction of noise from surface streets.

### Noise Receiver Control

The third line of defense in noise problems is receiver control. The most extreme form of noise receiver control is the wearing of earmuffs or earplugs, which is in fact required for many workers in noisy environments. More usually, receiver control strategies involve development site planning, building design, and insulation.

The arrangement of buildings on a site can be used to minimize noise impacts. These techniques are, of course, mainly applicable to larger sites, particularly those with zoning that allows cluster development and mixed land use.

By placing sensitive land uses at a distance from the major noise source, small reductions in noise impact can be achieved. In the case of high-rise buildings, this may be the only site planning tool available, since shielding would be ineffective in the upper stories.

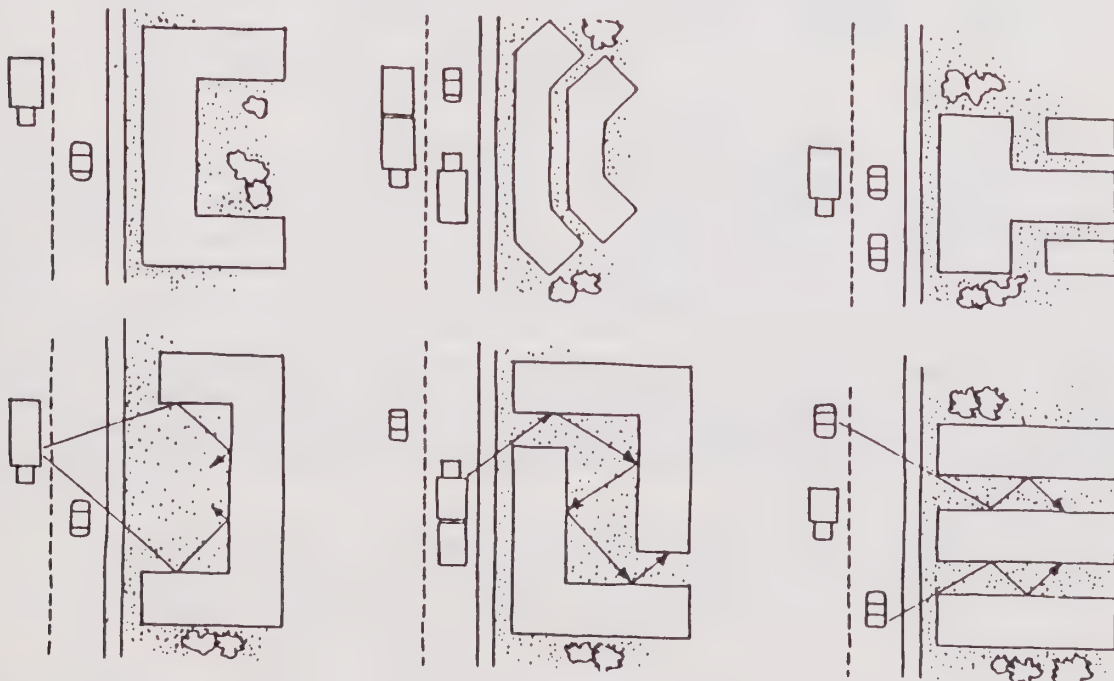
Noise protection can be achieved by locating noise-compatible land uses, such as parking garages, commercial structures, playgrounds, and so on, between the source and residential units. Alternatively, the buffer could consist of a landscaped area. However, greater noise reduction is afforded by intervening large structures.

In some cases, even sensitive land uses can be arranged near a noise source, provided the activities related to the land use take place indoors. For example, a community center for a residential development could be located adjacent to a noise source with sufficient insulation to keep the interior noise level within reasonable limits. The building would then serve to shield the residential units from the noise.

The orientation of buildings or activities on a site affects the impact of noise. By facing the fronts of buildings away from the noise source, and locating outdoor activity areas such that they are shielded by buildings, a greater range of activities is possible and disruption and annoyance are reduced.

Buildings can also be oriented to take advantage of natural features. Natural topography can be exploited and buildings placed in low noise pockets if they exist. If there are no noise pockets, they can be created by excavation, using the resulting earth to construct berm as noise barriers.

Sketch 3 - Building Orientation

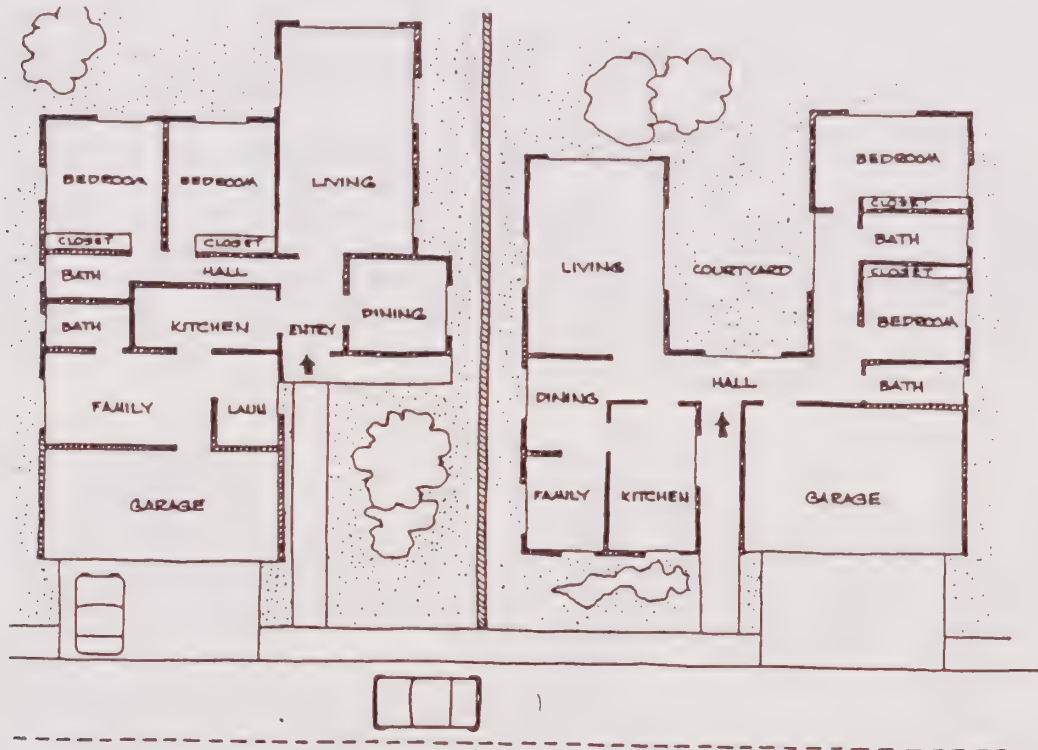




Noise can be controlled in a building with proper architectural design. By giving attention to noise considerations in the planning of room arrangements, placement of windows, building height, balconies, and courtyards, significant noise reduction is possible without the need for excessive insulation. Noise sensitive rooms such as bedrooms, living rooms, and dining rooms (also school classrooms, auditoriums, and hospital rooms) should be oriented away from noise sources. Less sensitive areas such as garages, kitchens, bathrooms, and playrooms (stockrooms, office space) can serve as buffers.

Windows can often be eliminated on the side of buildings facing noise sources. The same effect can be realized by sealing the windows airtight, reducing window size, or double glazing.

Sketch 4 - Architectural Design



In cases where noise barriers are employed, it may be necessary to restrict development to one story, or in some cases split level design. Jutting balconies, found in many apartment buildings, often reflect sound directly into sensitive rooms. Balconies are often more usable if placed on the shielded side of the building.

## Sketch 5 - Patio Design



Courtyards and patios in shielded areas can provide acoustical privacy for outdoor activities. This technique is also very useful in school play area design. Rest homes, motels, and other sensitive uses could also have exterior spaces with reduced noise by means of the courtyard approach.

The preceding techniques can be implemented by means of traditional planning tools, such as the zoning ordinance and use permit restrictions. Other possibilities include special noise overlay zones, subdivision codes, EIR assessment, building codes, analysis by an architectural review board, and performance standards. Ideally, consideration of noise should take place in the early project design stages.

Building insulation can be very effective in reducing interior noise levels if combined with the architectural design features already mentioned. Insulation is particularly helpful in mitigating the effects of aircraft noise, since it cannot be shielded against in any other way. In addition, noise insulation is consistent with energy conservation goals.

To compare the insulation performance of alternative constructions, the sound transmission class (STC) is used as a measure of a material's ability to reduce sound. Sound Transmission Class is equal to the number of decibels a sound is reduced as it passes through a material. Thus, a high STC rating indicates a good insulation material. It should be noted that the composite STC for a wall assembly that includes windows, doors, or other openings will be generally much less than the STC for the wall material itself. The actual noise reduction will also depend on other factors such as whether or not the windows are open or the quality of weather stripping on doors and windows.

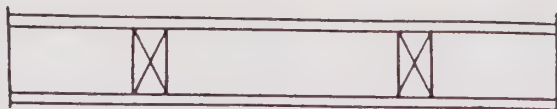
The noise reduction due to exterior and interior walls can be increased by several means:

- Increasing the mass and stiffness of the wall. In general, the denser the wall material, the more it will reduce noise. Doubling the wall thickness results in up to 6 dBA reduction.

- Use of cavity partitions. A cavity wall is composed of two or more layers separated by an airspace. The dead airspace is an effective sound insulator.
- Increasing the width of the airspace increases the sound insulation value.
- Increasing the spacing between studs (i.e. 24 inches rather than the usual 16 inches).
- Use of staggered studs (attaching each stud to only one panel and alternating between the two panels).
- Use of resilient materials to hold the studs and panels together.
- Use of dissimilar panels.
- Adding acoustical blankets (usually made from fiberglass, wood fibers, or mineral or rock wool).
- Sealing cracks and edges. A 1/16 inch crack 16 inches long will reduce a 50 STC wall to 40.

Figure 12 illustrates various wall structures and corresponding STC and cost factors. Additional data on wall, window, floor, and ceiling STCs is shown in Table 7.

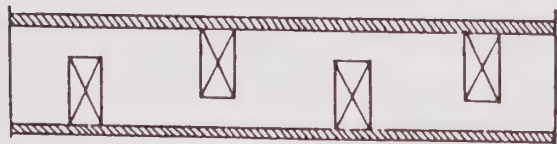




Common Stud Wall

STC = 35

Cost = .87/ft<sup>2</sup>



Staggered Stud Wall

STC = 39

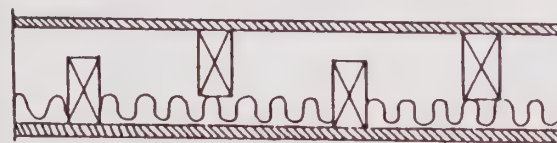
Cost = 1.12/ft<sup>2</sup>



4" Brick Wall

STC = 40

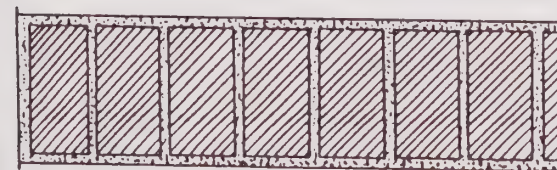
Cost = 2.00/ft<sup>2</sup>



Staggered Stud Wall  
with Absorbant Blanket

STC = 43

Cost = 1.25/ft<sup>2</sup>



9" Brick Wall

STC = 52

Cost = 2.52/ft<sup>2</sup>



7" Concrete Wall

STC = 52

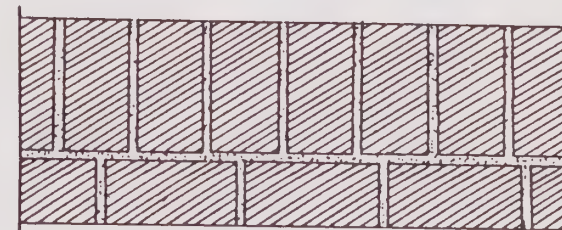
Cost = 1.97/ft<sup>2</sup>



Double Brick Wall

STC = 53

Cost = 2.80/ft<sup>2</sup>



12" Brick Wall

STC = 54

Cost = 4.25/ft<sup>2</sup>

FIGURE 12: Wall types with STC ratings and approximate costs.

TABLE 7: SOUND TRANSMISSION CLASSES (STC)

Description	Weight lbs/ft <sup>2</sup>	STC
<b>A. COMMON EXTERIOR WALL CONSTRUCTION</b>		
1. Stucco on wire lath over tar paper. Wood studs, 16" o.c., 5/8" gypboard on inside face of studs.	5.0	39
2. Same as 1, but staggered studs.	5.2	46
3. Common curtain wall spandrel pane; 16 ga. sheet metal exterior with insulation and 5/8" gypboard interior.	7.8	41
4. 4 1/2" brick--1/2" plaster both sides.	55.0	48
5. 4" lightweight concrete block unpainted.	24.0	29
6. 4" lightweight concrete block sealed with two coats of paint.	24.0	45
7. Same as 5, but 8" dense.	50.0	55
8. Same as 6, but 8" dense.	50.0	55
9. 4" dense poured concrete.	50.0	51
10. 8" dense poured concrete.	100.00	57
11. Fluted 18 ga. sheet metal for prefabricated building	4.4	28

**B. COMMON ROOF CONSTRUCTION**

1. Built up insulated roof over 18 ga. metal decking	10.0	39
2. Built up insulated roof over 2" tongue and groove wood planking. Exposed planking and beams.	13.0	41
3. Same as 2, but add layer of 1/2" gypsum board and insulation cavity.	15.0	46
4. Shingle roof with attic 1/2" gypsum board ceiling framed independently of roof. Attic ventilation.	10.0	46
5. 4" concrete slab with built up insulated roof.	50.0	51

**C. COMMON EXTERIOR DOORS**

1. 1 3/4" hollow core wood. No weatherstripping. 5/16" crack at threshold.	2.5	15
2. Same as 1, 1/16" crack	2.5	16
3. Same as 2, weatherstripped.	2.5	19
4. Same as 2, sealed	2.5	20
5. 1 3/4" panelled door. No weatherstripping. 1/16" crack at threshold.	5.0	20

TABLE 7: SOUND TRANSMISSION CLASSES (STC) [cont.]

Description	Weight lbs/ft <sup>2</sup>	STC
-------------	-------------------------------	-----

**C. COMMON EXTERIOR DOORS (cont.)**

6. Same as 5, weatherstripped.	5.0	23
7. Same as 5, sealed.	5.0	24
8. 1 3/4" solid core door. No weatherstripping. 1/16" crack at threshold.	7.0	19
9. Same as 8, weatherstripped.	7.0	19
10. Same as 8, sealed.	7.0	25
11. Wood sound door, Neoprene seals and drop threshold.	6.6	37
12. Metal sound door. Neoprene seals and drop threshold.	7.9	42

**D. COMMON WINDOW CONSTRUCTION AND MATERIALS**

1. Double hung window, wood frame, 3/32" glass.	-	23
2. Louvered window, 1/4" window glass.	-	17
3. Aluminum sliding window, 3/32" glass.	-	19
4. Steel frame, casement window, 3/32" glass.	-	21
5. Approximate limit of TL for No. 1--No. 4 if caulked and permanently sealed.	-	27
6. Approximate TL for constructions No. 1--No. 4 if new 1/4" plate is added in separate frame. Old window sealed, minimum 2 1/2" airspace.	-	42
7. Double glazed aluminum window 7/32" and 1/4" glass; 2 1/2: airspace.	-	43
8. 1/8" sheet glass, sealed.	1.6	31
9. 1/4" plate glass, sealed.	3.2	32
10. 1/4" acoustic glass, sealed.	3.2	35
11. 1/2: acoustic glass, sealed.	6.4	38
12. 1/4"--3/17" glass in neoprene gasketed aluminum frame; 2 1/2: airspace.	5.7	41
13. Same as 12, but 1/4"--7/32" glass; 3 3/4: airspace.	6.1	49
14. 3 5/8" thick glass blocks.	-	43

SOURCE: Santa Clara County Planning Department, Land Use Plan for Area  
Surrounding Santa Clara County Airports, August, 1973.



Windows are among the weakest parts of a wall in terms of noise insulation. An open or thin glass window will severely reduce the sound buffering effectiveness of a wall structure. For example, if a wall with an STC rating of 45 contains a window covering 20 percent of its area with an STC of 26, the composite STC will be 33. Window insulation can be improved by the following means:

- Making the window un-openable or keeping it closed. This is an obvious move, but one that is undesirable because of reduced circulation and uncomfortable room temperatures. Sealed windows can be effectively used in school classrooms and other sensitive uses, with ventilation provided artificially. This may not always be feasible because of fire safety considerations.
- Reduced window size. The smaller the window, the less sound transmission.
- Increased glass thickness (glass reduces noise proportional to its mass).
- Use of double pane windows with airspaces. This is generally more effective and cheaper than thicker glass. In general, the airspace should be as wide as possible to maximize the STC.
- In all window designs, it is of critical importance to seal the edges, preferably permanently. If the windows must be openable, there are available space frames and sealers which allow an STC of up to 43.

Doors are even weaker than windows, acoustically, and more difficult to treat. To strengthen the sound reduction of doors, the hollow core door can be replaced with heavier solid core doors. With a vinyl seal and interior carpeting, reasonable sound insulation is possible. Gasketed stops and drop bar threshold closers can also help reduce sound transmission.

Roof insulation is not usually necessary unless aircraft noise is a problem. Fiberglass insulation, use of an insulation cavity, and gypsum board will help increase the STC of standard roof structures.

Two additional mitigation strategies are useful in certain cases. Acoustical tile and carpeting helps keep reverberation and sound reflection to a minimum in churches and schools, etc. Another way of coping with interior noise is to drown it out with background noise, a technique known as masking. Masking can be effective in reducing annoyance from noise fluctuations. Common masking sounds include music, air conditioning, and heating systems.

Most of the strategies discussed above can be implemented by means of building code requirements, use permit conditions, or by special overlay zoning. Many of the strategies may be necessary in order to meet existing Uniform Building

Code standards, of HUD/FHA requirements. The amount of sound reduction desired should be based on the standards presented in various sections. Tables 8 and 9 can be used as guides for the composite noise reduction strategy necessary to achieve desired interior noise levels.

**TABLE 8: Noise Reduction Afforded by Common Building Construction Assuming No Special Noise Control Provisions**

Construction Type	Typical Occupancy	General Description	Range of Noise Reduction, dBA
1	Residential, Commercial, Schools	Wood framing. Exterior stucco or wood sheathing. Interior drywall or plaster. Sliding glass windows. Windows partially open.	15-20
2	Same as 1	Same as 1, but windows closed.	25-30
3	Commercial, Schools	Same as 1, but windows are fixed 1/4" plate glass.	30-35
4	Commercial	Steel or concrete framing. Curtain-wall or masonry exterior wall. Fixed 1/4" plate glass windows.	30-40
The range depends upon the openness of the windows, the degree of seal and the window area involved.			
SOURCE FOR TABLES 8 AND 9: Santa Clara County Planning Department, <u>Land Use for Area Surrounding Santa Clara County Airports</u> , August, 1973.			

TABLE 9: General construction methods to achieve the indicated exterior noise reduction.

Noise Reduction (dBA)	Construction Building Elements				
	Floor	Exterior Walls	Exterior Doors	Windows	Ceiling, Roof
30	No special provisions.	No special provisions, except eliminate penetrations of wall air conditioning units, etc.	Solid core, weatherstripping.	Seal	Generally, no special provisions.
40	A. Slab on grade; no special provisions. B. If raised floor, one or more of the following: 1) Vent baffling 2) Attach gypboard to under side of floor joists.	No special provisions in most cases. Eliminate penetration of wall air conditioning units, etc.	Sound doors, sound seals.	Double glazing, sealed windows.	A. Attic system: 1) Vent baffling 2) Sound composition between joists B. If beam ceiling: 1) Provide sound absorption between beams 2) Provide gypboard on resilient clips to under side of beams.
50	A. Slab on grade; no special provisions. B. If raised floor: 1) Vent baffling 2) Provide sound absorption between floor joists. 3) Add gypboard to under side of floor joists.	A. Wood framing; staggered studs with sound absorption in cavity. Stucco on outside, 2 layers gypboard on inside. B. 8" concrete block with sealed exterior and interior surfaces. C. 4" dense concrete.	Special sound doors with acoustical seals.	Double glazing, sealed windows, minimum 4" air-space.	A. Attic system: 1) Vent sound system 2) Independently framed ceiling and roof system 3) Sound absorption in attic space B. Built up roof over 4" concrete slab with suspended ceiling.
60	A. Slab on grade; no special provisions. B. If raised floor: similar to NR-50 requirement except more effective vent baffling and attach gypboard to floor joists by resilient clips.	A. Wood or steel framing; double studs with multi-layer gypboard on both sides, exterior stucco or sheathing. Sound absorption in air cavity. B. 12" dense concrete. C. 4" concrete with separate furred multi-layer gypboard wall. Sound absorption in air cavity.	Two solid core weatherstripped doors with sound locks.	Barely practical. Minimize window area. Double glazing with acoustical glass and 8" air space. Avoid windows on noise exposure side. Arrange windows on interior enclosed court, etc.	A. Attic system: similar to NR-50 requirement but more mass. B. 4" concrete slab with vibration isolated ceiling.



## 6. EXISTING NOISE PROGRAMS

Both the State and Federal governments have been active in developing noise control programs and legislation. Noise abatement efforts at the local level should include the enforcement of existing laws, and an understanding of noise programs being conducted by the various other agencies involved in noise control. The following is a brief summary of laws, regulations, and standards relating to noise.

### Vehicular Noise Limits

Sections 23130 and 23130.5 of the California Motor Vehicle Code set maximum noise level limits for motor vehicles operating on public rights-of-way, based on a measurement distance of fifty feet. These sections have been enforced successfully in several cities using simple hand-held sound level meters. The specific limits are listed in Table VI-1.

### Mufflers

Section 27150 et seq. requires a muffler which is adequate to prevent any excessive or unusual noise on all motor vehicles, and prohibits modification of mufflers through the use of cutouts, bypasses, or other means. Sale of mufflers not meeting these requirements is also prohibited. This section does not, however, apply to off-highway vehicles.

### VEHICULAR NOISE LIMITS

Vehicle Code Section 27200 et seq. prohibits registrations, licensing, or sale of new motor vehicles which exceed applicable noise level standards, which become increasingly restrictive according to a time schedule (see Table VI-2).

It should be noted that cities and counties may not enact vehicular noise limits to be enforceable on the highways different from those given in Sections 23130, 23130.5, and 27200 et seq. They may, however, set limits on off-highway vehicles, vehicle sports events, etc.

### FREEWAY NOISE

Section 216 of the California Streets and Highways Code provides for a noise abatement program along state freeways. Specifically, it requires that noise measurements be conducted by CALTRANS in school buildings (including classrooms, libraries, multi-purpose rooms, auditoriums, etc.) if they were constructed prior to the award of the initial construction contract for the freeway, and a noise abatement program if the interior noise level exceeds 50 dBA.

### AIRPORT NOISE

Airport operations are governed by Title 4 Section 5000 et seq. of the California Administrative Code. This section defines land use criteria around airports and establishes noise standards to be met by airport operators. Operators are

required to conduct airport activities such that the annual CNEL does not exceed 75 dBA by 1981, and 65 dBA by 1986, in any residential area. As a last resort, the law requires conversion of residential use to compatible uses set forth in Section 5014. The airport operator bears the costs of any actions required to meet these standards. Temporary variances and extensions are provided for.

## **BUILDING INSULATION**

Title 25 Sec. 1092 of the California Administrative Code provides noise insulation standards for new hotels, motels, apartment houses, and dwellings other than detached single family dwellings. The law requires that the interior CNEL with windows closed shall not exceed 45 dBA in any habitable room. residential structures (other than detached single family dwellings) to be located within an annual CNEL contour of 60 dBA require an acoustical analysis showing that the structure has been designed to limit intruding noise to the prescribed allowable levels.

The Uniform Building Code Chapter 35 also provides minimum insulation requirements for dwelling units, including wall and floor-ceiling assemblies.

## **ONC**

The Health and Safety Code Sec. 46000 et seq. established the State Office of Noise Control for the purpose of coordinating state, federal, and local activities in regard to noise, and to provide assistance to local agencies involved in noise control programs. Local noise elements must be consistent with ONC guidelines and are reviewed by that office.

## **EPA**

The Federal Noise Control Act of 1972 authorizes EPA to establish noise limits on interstate carriers (trucks, railroads, aircraft), as well as regulations for cars, machinery, and home appliances. Some limits are already in effect, others are under consideration.

## **HUD**

HUD has promulgated standards for housing projects funded through HUD programs. These standards are described in HUD circular 1390.2, and procedures for determining conformity are given in "Noise Assessment Guidelines" by Schultz and McMahon.

## 7. BIBLIOGRAPHY

- Beranek, Leo, Noise, Scientific American, Dec. 1966.
- Bolt, Beranek, and Newman, Noise From Construction Equipment and Operations, Building Equipment, and Home Appliances EPA, Dec. 1971.
- Calif. Office of Noise Control, Guidelines for the Preparation and Content of Noise Elements of the General Plan, Feb. 1976.
- Central Institute for the Deaf, Effects of Noise on People, EPA, Dec. 1971.
- City of Inglewood, Noise Control, Legislation, and Enforcement, Sept. 1971.
- City of Inglewood, Noise Element, Sept. 1974.
- City of Napa, Noise Element, Dec. 1974.
- City of Oakland, Noise: An Element of the Oakland Comprehensive Plan, Sept. 1974.
- City of San Leandro, General Plan 1990.
- County of Alameda, Noise Element, July 1975.
- Moore, John E., Design for Noise Reduction, 1966.
- Robinette, G.O., Plants, People, and Environmental Quality, U.S. Dept. of the Interior, 1972.
- Santa Clara County Planning Dept., Land Use Plan for Area Surrounding Santa Clara County Airports, Aug. 1973.
- Schultz, T.J. and McMahon, N.M., Noise Assessment Guidelines, U.S. Dept. of Housing and Urban Development, Aug. 1971.
- Swing, Jack, Estimation of Community Noise Exposure in Terms of Day-Night Average Level Noise Contours, Calif. Office of Noise Control, May 1975.
- U.S. Dept. of Housing and Urban Development, Noise Abatement and Control Circular 1390.2, August 1971.
- U.S. Department of Transportation, The Audible Landscape, Nov. 1974.
- U.S. Environmental Protection Agency, Community Noise, Dec. 1971.
- U.S. Environmental Protection Agency, Environmental Noise Assessment; Waco, Texas Metropolitan Area, April 1974.



U.S. Environmental Protection Agency, Information on Levels of Environmental Noise Requisite to Protect Public Health and Welfare With an Adequate Margin of Safety, March 1974.

U.S. Environmental Protection Agency, Noise Source Regulation in State and Local Noise Ordinances, March, 1973.

Williams and Mocine, Proposed Noise Element, City of Alameda, May, 1976.

Wyle Laboratories, Assessment of Noise Environments Around Railroad Operations, July, 1973.

Wyle Laboratories, Transportation Noise and Noise from Equipment Powered by Internal Combustion Engines, EPA, Dec. 1971.

## 8. ORGANIZATIONS AND PERSONS CONSULTED

- . Calif. Office of Noise Control - Berkeley: Jack Swing, Richard Illingworth.
- . U.S. Environmental Protection Agency: Richard Procunier.
- . MAG Consultants: Maurice A. Gaibell.
- . Port of Oakland: Don Flynn, Ellis Gabbay.
- . Calif. Dept. of Transportation.
- . Southern Pacific Railroad: D.I. O'Callaghan, M.E. Morse.
- . Western Pacific Railroad.
- . Bay Area Rapid Transit District.
- . Hayward Air Terminal: Jim Mummert.
- . U.S. Dept. of Housing and Urban Development: Jim Broussard.
- . Alameda County Planning Dept.: Ron Eggers.
- . City of Alameda Planning Dept.

## 9. MAPS

Complete noise contour information and maps are on file in the Community Development Office of the City of San Leandro, City Hall, 835 E. 14th St., San Leandro, 94577 (phone 577-3371). Because the maps and their information are large in size and not readily reproduced, they have not been attached to The Noise Element Appendix. They are, however, a part of it and can be reviewed at the Community Development Office.



# APPENDIX E THE REVISED MASTER PLAN OF CITY STREETS

## REVISED MASTER PLAN OF CITY STREET

The following "Listing of Minimum Right-of-Way Width Designations for the Master Plan of City Streets" was adopted by the San Leandro City Council on March 7, 1988 under Resolution No. 88-26, and established the Master Plan of City Streets pursuant to Chapter 8, Title VII of the San Leandro Municipal Code.

Listing of Minimum Right-of-Way Width Designations  
for Master Plan of City Streets

Street Name	Termini		Class.	Right-of-Way Width Designation
	From	To		
Adams Ave.	* Doolittle	Hester	CI	64
Alvarado St.	* Davis	Williams	A	68
	* Williams	Fremont	A	80
Bancroft Ave.	North C/L	136th	A	80
	136th	East 14th	CR	60
Beatrice St.	* Washington	I-880 Ramp	CC	74
Callan Ave.	* Harrison	Huff	A	80
Castro St.	Alvarado	San Leandro Blvd.	CI	60
	* San Leandro Blvd.	East 14th	CR	60
Clarke St.	W. Estudillo	West Juana	CC	60
	West Juana	Marina	CR	60
Davis St.	Doolittle	Neptune	CI	60
Dolores Ave.	East 14th	Santa Rosa	CC	60(C) <sup>1</sup>
Doolittle Dr.	Davis	South End	A	104
Douglas Dr.	Virginia	Davis	CR	60
Dutton Ave.	Best	MacArthur	CC	60(C) <sup>1</sup>
East 14th St.	Juana	Blossom	A	90
	* San Leandro Blvd.	136th	A	106
	Hesperian	150th	A	100
Eden Road	Doolittle	West End	LI	50
Estabrook St.	Washington	East 14th	CR	60
Estudillo Ave.	* Huff	Bancroft	A	80
	* Bancroft	San Jose	A	73
Fairway Dr.	S.P.R.R.	I-880	A	80
Fargo Ave.	Washington	Norton	CR	60

<sup>1</sup> (C) = in commercial zones

\* Plan Line Street

Listing of Minimum Right-of-Way Width Designations  
for Master Plan of City Streets

Street Name	Termini		Class.	Right-of-Way Width Designation
	From	To		
Fremont Avenue	Alvarado	Floresta	A	76
Haas Ave.	East 14th	Karol	CR	60(C) <sup>1</sup>
Halcyon Dr.	* Washington	S.P.R.R.	A	108
	* Dillo	Hesperian	A	104
Hays St.	West Juana	Castro	CC/CR	60(C) <sup>1</sup> 60(R) <sup>2</sup>
Hesperian Blvd.	* East 14th	Grace	A	84
	* Sycamore	Lewelling	A	138
Juana Ave.	East 14th	Santa Rosa	CC	60
	Santa Rosa	Bancroft	CR	60
Lewelling Blvd.	West End	Wicks	A	104
	* Wicks	Washington	A	92
	* Washington	Hesperian	A	84
Marina Blvd.	* Neptune	Doolittle	A	60
	* Doolittle	Merced	A	80
	* I-880	Teagarden	A	129
	* Teagarden	Alvarado	A	106
	* Alvarado	San Leandro	A	92
	* San Leandro Blvd.	Clarke	CC	68
Merced St.	* Williams	Wicks	A	80
Peralta Ave.	San Leandro Blvd.	West End	LI	60
Phillips Ln.	Davis	North End	LI	60
San Leandro Blvd.	Best	San Leandro Creek	A	80
	* San Leandro Creek	Davis	A	112

<sup>1</sup> (C) = in commercial zones

<sup>2</sup> (R) = in residential zones.

\* Plan Line Street



Listing of Minimum Right-of-Way Width Designations  
for Master Plan of City Streets

Street Name	Termini		Class.	Right-of-Way Width Designation
	From	To		
Santa Maria	Estudillo	Dolores	LR	50
Santa Rosa	Callan	Dolores	LR	50
Teagarden St.	* Marina	Aladdin	CI	60
Thornton St.	Orchard	Alvarado	LI	60(I) <sup>3</sup>
Timothy Dr.	Davis	William	CR	60
Washington Ave.	West Juana	Estabrook	A	72
	* Estabrook	Marina	A	74
	Marina	San Leandro Blvd.	A	72
	* San Leandro Blvd.	Anza	A	84
	* Anza	Fargo	A	106
	* Beatrice	Fargo	A	120
	* Fargo	Lewelling	A	133
	* Lewelling	South C/L	A	120
West Juana Ave.	San Leandro Blvd.	Washington	A	82
	Washington	East 14th St.	A	80
Wicks Blvd.	Farallon	Lewelling	A	84
Williams St.	* Nome	Doolittle	CI	60
	Doolittle	Merced	A	67
	* Merced	Timothy	A	68
	Timothy	I-880	A	67
	* Orchard	Alvarado	A	70
	Alvarado	San Leandro Blvd.	A	86
	Washington	East 14th	CR	60
136th Ave.	* East 14th	Bancroft	CC	60
150th Ave.	Hesperian	East C/L	A	86

<sup>3</sup> (I) - in industrial zones.

\* Plan Line Street

### Intersecting Right-of-Way Line Radii

Intersecting right of way lines shall be joined with a circular curve having minimum corner radii, measured in feet, according to the following table. The lowest functional classification of street involved shall apply.

<u>Street Classification</u>	<u>Radius</u>	<u>Land Use Zone</u>
Local Streets: LR	10	Residential
LC	20	Commercial
LI	30	Industrial
Collector Streets: CR	20	Residential
CC	30	Commercial
CI	40	Industrial
Arterial Streets: A	40	All zones.

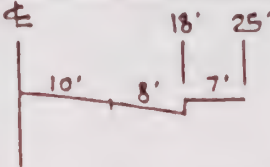
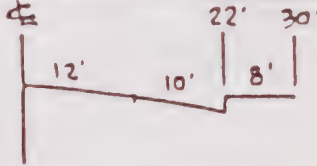
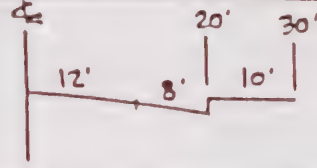
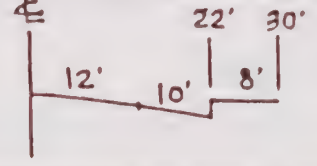
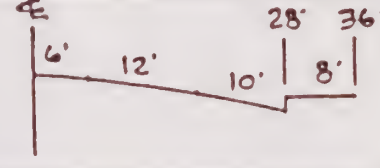
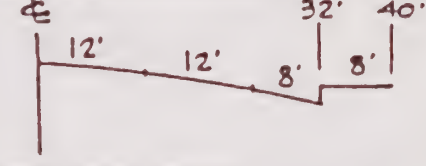
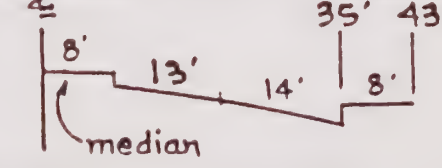
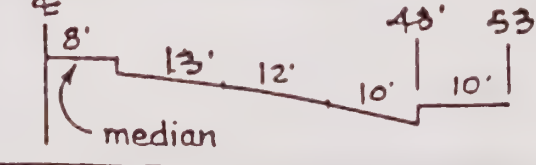
### Minimum Corner Radii

All streets shall conform to the above radii.

### Minimum Street Width

The minimum street width shall be 36/50.

# TYPICAL STREET SECTIONS

CLASS- IFICATION	DESCRIPTION	STREET SECTION (1/2 WIDTH SHOWN)
LR	LOCAL RESIDENTIAL STREET 36/50	
LC LI	LOCAL COMMERCIAL OR INDUSTRIAL STREET 44/60	
CR	RESIDENTIAL COLLECTOR STREET 40/60	
CC CI	COMMERCIAL OR INDUSTRIAL COLLECTOR STREET 44/60	
A	2-LANE ARTERIAL STREET 56/72	
	4-LANE ARTERIAL STREET 64/80	
	4-LANE ARTERIAL STREET 70/86	
	4-LANE ARTERIAL STREET 86/106	



## REFERENCES

- 1) Alameda County Airport Land Use Commission, Alameda County Airport Land Use Policy Plan, 1986.
- 2) Alameda County Waste Management Authority, Alameda County Solid Waste Management Plan, 1982.
- 3) \_\_\_\_\_, Draft Alameda County Hazardous Waste Management Plan, 1988.
- 4) Association of Bay Area Governments, Projections 87, 1987.
- 5) Association of Bay Area Governments, Projections 85, 1985.
- 6) Bay Area Air Quality Management District, Air Quality and Urban Development: Guidelines for Assessing Impacts of Projects and Plan, 1985.
- 7) Bay Conservation and Development Commission, Diked Historic Baylands of San Francisco: Findings, Policies, and Maps, 1982.
- 8) \_\_\_\_\_, San Francisco Bay Plan, 1979 (amended through September, 1983).
- 9) California Department of Natural Resources, Geologic Map of California, San Francisco Sheet, 3rd Printing, 1962.
- 10) East Bay Regional Park District, Draft Master Plan - 1988, November 18, 1987.
- 11) \_\_\_\_\_, Master Plan, 1980.
- 12) \_\_\_\_\_, Proposed Regional Trails Master Plan, September 1983 (revised February, 1986).
- 13) East Bay Municipal Utility District, Urban Water Management Plan, 1985.
- 14) Environmental Science Associates, Inc., Environmental Reconnaissance, Setting and Constraints, Jeras-Citation Property, 1981.
- 15) Lamphier and Associates, Draft Environmental Impact Report, City of San Leandro Redevelopment Plan, Expansions of Plaza 2 Redevelopment Project, 1988.
- 16) City of San Leandro, Air Quality Related Land Use Policies, 1974.
- 17) \_\_\_\_\_, Housing Element of the City of San Leandro General Plan, 1982.

- 18) \_\_\_\_\_, Master Plan of City Streets, 1988.
- 19) \_\_\_\_\_, Redevelopment Plan for the Plaza 2 Redevelopment Project, Amendment No. 8, 1988.
- 20) \_\_\_\_\_, Zoning Ordinance for the City of San Leandro, California, adopted May 22, 1961.
- 21) WESCO, Draft Environmental Impact Report, Fairmont Hills Specific Plan, 1988.







U.C. BERKELEY LIBRARIES



C119702770

